

## Chapter 11: Legacy Communities

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Communities in the Sacramento–San Joaquin Delta have existed to support recreation and agriculture and, until recently, have been economically sustainable in their own right. However, demographic, economic, and land-use trends have changed these communities considerably—some to the extent that visible signs of underutilization and physical deterioration are prevalent. Despite the trends that suggest otherwise, there is great potential for revitalization of the Delta’s Legacy Communities.

### 1 Overview and Key Findings

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This chapter discusses the “Legacy Communities” of the Sacramento–San Joaquin Delta, including Clarksburg, Courtland, Isleton, Locke, Ryde, and Walnut Grove, providing a general overview of each.<sup>132</sup> In addition, Clarksburg, Walnut Grove, and Locke have been selected for more detailed study and focused economic sustainability planning. As part of that deeper dive, this chapter discusses a potential “vision” of a sustainable future for each of these focal communities—the goal being to preserve their rich cultural histories while simultaneously providing for economic prosperity—and high-level implementation strategies with recommended action items. The overarching goal is to promote economic sustainability in Clarksburg, Walnut Grove, and Locke, prioritizing actions based on the vision for these communities. It is anticipated that facets of the strategies for Clarksburg, Walnut Grove, and Locke may be applicable to other Legacy Communities.

A primary aspect of sustainability planning for the Delta’s Legacy Communities is the notion of enhancing legacy themes and creating better awareness of each of these distinctive communities. It is contemplated that promoting the uniqueness of these communities, in combination with strategic investments, will attract new residents, businesses and visitors, thereby stimulating overall economic health and sustainability. To fully realize the economic potential of the Legacy Communities will require a comprehensive plan. Accordingly, the Economic Sustainability Plan provides a multi-faceted strategy for Clarksburg, Walnut Grove, and Locke that touches on historic preservation, economic development, urban design, recreation, marketing, and other factors. In addition, the Economic Sustainability Plan considers the need for a facilitator organization to guide and support reinvestment in the Legacy Communities.

The vision and implementation strategy for each community relies on extensive research of historical context, analysis of socioeconomic conditions, and public input. This chapter includes historical narratives, presents local demographic and economic data, and incorporates findings from community outreach. The chapter also reflects findings from field work, including assessments of community character and site-specific development opportunities. The following presents key opportunities and constraints for the Legacy Communities; the high-level vision for Clarksburg, Walnut Grove, and Locke; and an overview of the implementation strategy.

#### 1.1 Opportunities and Strengths

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***Agricultural tourism has growth potential.*** Farm-related recreation is currently found throughout the Delta and is growing. Farms and other agricultural businesses are increasingly leisure destinations, with businesses seeking direct sales and brand awareness and visitors seeking fresh food and a physical connection to their food source.

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<sup>132</sup> While the Delta Reform Act of 2009 (SBX7-1) identifies additional “Legacy Communities” these communities were not included in the scope of “Legacy Communities” for the present ESP.

**Outdoor and cultural recreation remains critical to long-term sustainability.** Already a well-known and heavily visited recreation area, daytrip and overnight visitors are an important source of revenue for Delta businesses. It is crucial to maintain and enhance outdoor and cultural recreation offerings in the Delta, ensuring that the Delta remains a top visitor destination for outdoor and cultural recreation in Northern California.

**Improved lodging, entertainment, and retail options capture additional tourism dollars.** Despite the significant number of recreation visitors to the Delta, there are relatively few hotel rooms, stores, and attractions. Overnight accommodations and entertainment options, in combination with supporting retail, could increase visitation, length of stay, and spending in the Delta.

**Transportation-related improvements enhance the visual landscape, attract visitors, and improve public safety.** Roadway landscaping, signage, bike lanes, sidewalks, parking, transportation services, and other transportation-related improvements are needed in the Delta. Investments in transportation will improve quality of life for residents and increase tourism potential.

**Restored historic buildings and contextual infill development improve community aesthetics and support economic growth.** The Legacy Communities offer a unique sense of place and history that must be preserved. Historic preservation should be pursued in concert with new projects. Reinvestment and new investment in real estate is critical to economic sustainability. Development projects that are consistent with the existing community fabric will be an important factor in retention and recruitment of businesses.

**Festivals and community celebrations raise awareness and generate economic activity.** There are numerous festivals and community events each year that boost tourism and business activity in Delta. Additional visitor programming, coordinated scheduling, marketing, and branding could increase the economic benefits of existing and future events in the Delta.

## 1.2 Constraints and Challenges

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**A strict and multi-layered regulatory framework limits economic development.** With numerous government agencies overseeing land use in the Legacy Communities, permitting new projects is frequently a costly and lengthy process. Furthermore, some projects are disallowed entirely.

**Risks associated with insufficient flood protection limit new investment.** Adequate flood protection is essential to economic development in the Delta. Costly new and improved levees are necessary to encourage reinvestment and new investment in the Legacy Communities.

**Housing options for Delta workers are limited.** Only about one in ten employees working in the Primary Zone also lives there. Without sufficient workforce housing, Delta employers must recruit non-local employees who must drive long distances to work, thereby compromising 'sustainability' from an environmental standpoint.

### 1.3 The Vision for Clarksburg, Walnut Grove, and Locke

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**Clarksburg – A Vibrant Agricultural Community.** Clarksburg’s primary competitive advantage is its agricultural abundance. This region produces exceptional agricultural goods, most notably wine grapes, and attracts visitors who tour farms and wineries. The Economic Sustainability Plan proposes that the vision for Clarksburg build on momentum in the areas of agricultural tourism and value-added agricultural processing. Clarksburg should retain its historic character, grow as a food and wine destination, and attract new agriculture-related “craft production” businesses.

**Walnut Grove – The Heart of the Delta’s Sacramento River Corridor.** Walnut Grove is centrally located, with a cluster of businesses providing residents, workers, and visitors a variety of goods and services not found elsewhere in the Primary Zone. The Economic Sustainability Plan proposes that the vision for Walnut Grove build on its status as local a business hub. Walnut Grove should preserve its community character; grow and diversify business activity; and continue to strengthen its physical connection to the Sacramento River.

**Locke – A Historic Delta Community.** Locke is known for its cultural heritage, historical significance, unique building stock, and points of interest. With great sensitivity to cultural, historical, and environmental values, the Economic Sustainability Plan proposes that Locke would leverage its notable assets to increase tourism and spending in the community. Locke should preserve its historic character, offer improved hospitality and visitor services, and revitalize its “main street” business environment.

### 1.4 Implementation

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**A “Facilitator Organization” should manage economic sustainability efforts in the Primary Zone.** An overarching entity for economic development and community reinvestment should plan, coordinate, and participate in the implementation of the Economic Sustainability Plan. Future planning efforts would build on recommendations and findings from this Plan, refining the goals for the Legacy Communities and prioritizing potential strategic actions. As a coordinator, the Facilitator Organization would ensure that strategic actions, such as marketing efforts and economic development, are implemented in a systematic, efficient, and consistent fashion throughout the Legacy Communities. Additionally, the Facilitator Organization might contribute to implementation directly, either carrying out implementation actions independently or in partnership with public and private sector partners.

**Potential strategic implementation actions, including catalyst development projects at specific opportunity sites, must be analyzed, refined, and prioritized.** The Economic Sustainability Plan considers a number of strategic actions for the communities of Clarksburg, Walnut Grove, and Locke. In addition, specific sites are evaluated for higher and better land use potential. The proposed strategic actions and the review of opportunity sites presented in this chapter are intentionally high-level. As community- specific economic sustainability goals are refined over time, associated strategic actions will need to be updated and further detailed.

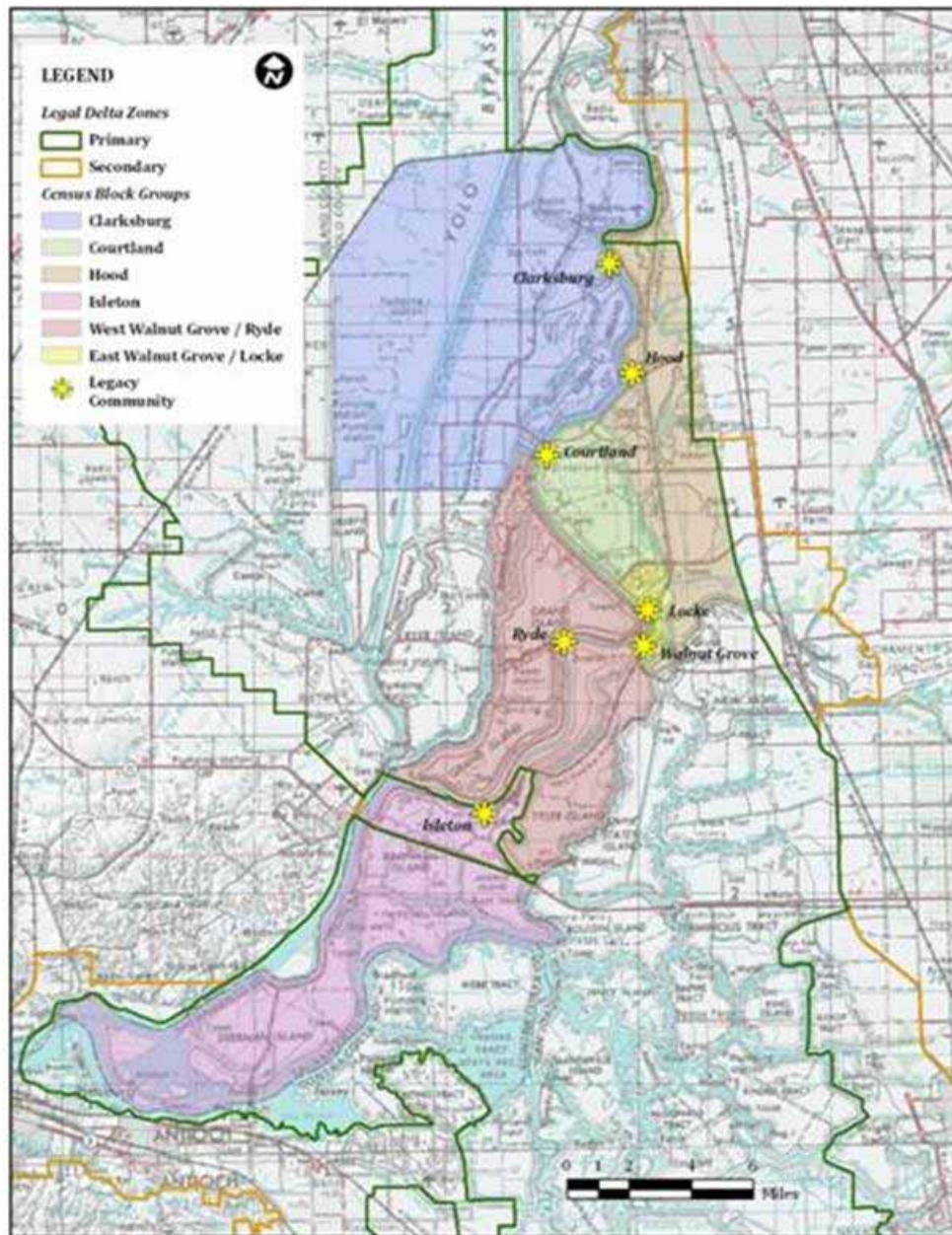
## 2 Current Status and Trends

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This section describes the historical context, current socio-economics, and business environment of each Legacy Community. From this contextual platform, a vision and strategic action plan has been developed which seeks to leverage the strengths of each community and address many of the weaknesses and constraints that hinder economic prosperity. Figure 40

below shows the Legacy Communities and their corresponding U.S. Census Block Group boundaries.

**Figure 40 Legacy Communities and Census Block Group Boundaries**



## 2.1 Clarksburg

Clarksburg is unique in that it is the only Yolo County community in the Delta Primary Zone. At 35 square miles, the Clarksburg Peninsula is recognized as an official appellation by the American Vintner's Association and a leader in the production of Chardonnay grapes. Yolo County's general plan addresses it as a distinct place that, if developed, would be done so in a manner consistent with other communities in Yolo County.

Yolo County's general plan states this:

*The vision of Yolo County is to remain an area of active and productive farmland and open space. Both traditional and innovative agricultural practices will continue to flourish in rural settings, while accommodating the recreational and tourism needs of residents and visitors. Communities are envisioned to be kept separated and individual through the use of working agricultural landscapes, while remaining connected by a network of riparian hiking trails, bike paths, and transit. While more families will call the cities and towns home, they will live in compact neighborhoods that are friendly to pedestrians and bicyclists and are located within easy access to stores and work. Some limited new growth will be allowed, and infill and more dense development in older developed areas will be encouraged, bringing improved infrastructure (e.g., roads, sewer, water, drainage) to rural small communities, where service does not presently exist or is inadequate. By implementing this vision, Yolo County can grow and prosper in a way that reflects its unique values.*

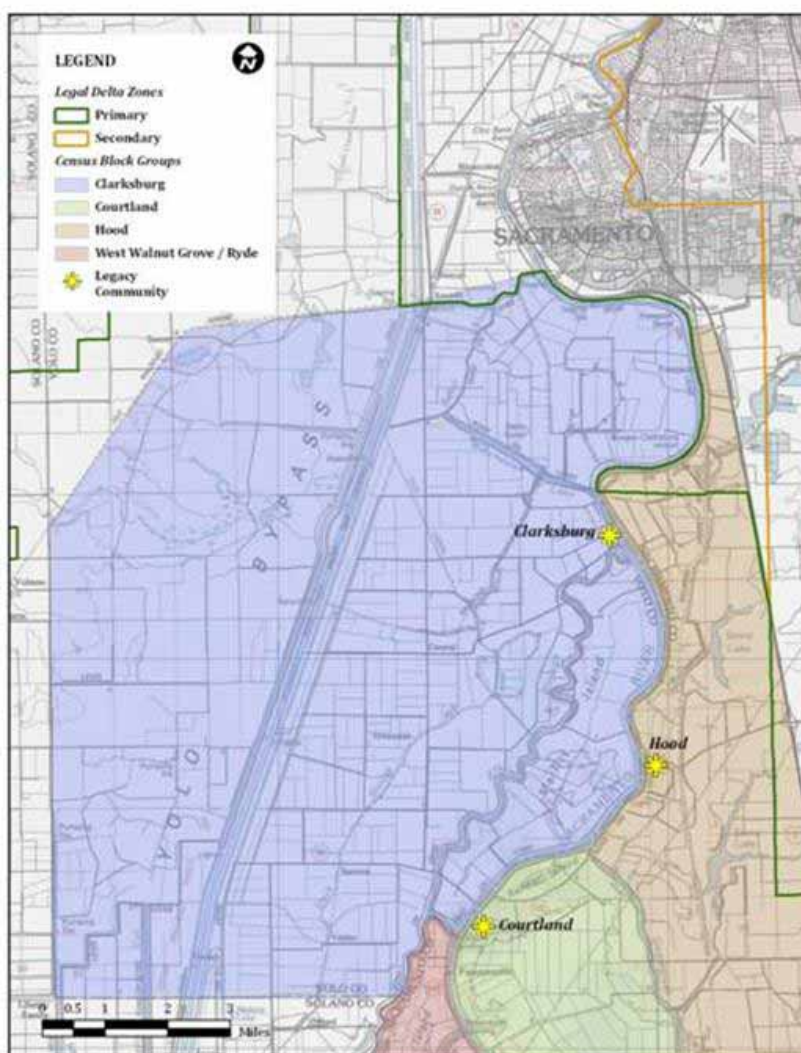
Yolo County also sets forth policies and goals specific to Clarksburg:

*In January 2008, Yolo County established the Clarksburg Agricultural District to explore ways to encourage agricultural business development and expansion. The Clarksburg Agricultural District encompasses both the federally recognized Clarksburg wine appellation and the West Sacramento Enterprise Zone. While the land in this district makes up only 9 percent of Yolo County's active farmland, it produces almost 22 percent of the total value of Yolo County's top five crops. Yolo County is considering an array of possible tools that could be applied in the district, such as relaxing regulatory standards and level of service standards; subsidizing marketing efforts; lowering building permit fees; allowing additional on-site housing; and designating specific economic focus points where shipping, processing, trade, and other services would be centrally located. This element contains policies and actions encouraging the similar use of agricultural districts in other areas of Yolo County, where appropriate.*

### 2.1.1 Socio-Economic Context

The ESP Team has evaluated the socio-economics of Clarksburg based on various data sources that originate from the U.S. Census. Census data for Clarksburg is available for Census Block Group Numbers 061130104001 and 061130104002, which form the geographic boundary shown in Figure 41 below. Although this boundary may differ from some other political or locally accepted definitions of Clarksburg, the census data from the block groups is the best socio-economic information available for the purposes of this analysis. It is important to note that the socio-economic context that is presented in this section is based upon the data collected for this geographic area.

Figure 41 Clarksburg Census Block Group Boundary



Generally, the ESP Team has weighed data attributes of each of the Legacy Communities against those of the broader Legal Delta, which will allow for comparison and contrast to show how each of these communities resembles or differs from the larger context of the Delta Region. Other working papers include similar information for other geographic areas, such as the Primary and Secondary zones, as well as California as a whole. The detailed tables supporting the information in this section are included in tables in Appendix H.

### ***Population and Households 2010***

According to the latest U.S. Census Bureau American Community Survey estimates, there are approximately 1,330 residents and 489 households residing in Clarksburg, which is not dissimilar to the population base that was present a decade ago. The lack of growth in Clarksburg reflects Yolo County's general plan designations for the area, which has allocated minimal growth over the next 20 years. New planning initiatives could be brought forth for approval; however, the denial of the residential component of the Old Sugar Mill development proposal in 2007 does not bode well for any significant residential growth. It is safe to assume that Clarksburg's population and household size will remain at or near its current size for the

foreseeable future, unless major changes in land use policy, flood protection options, and market conditions occur.

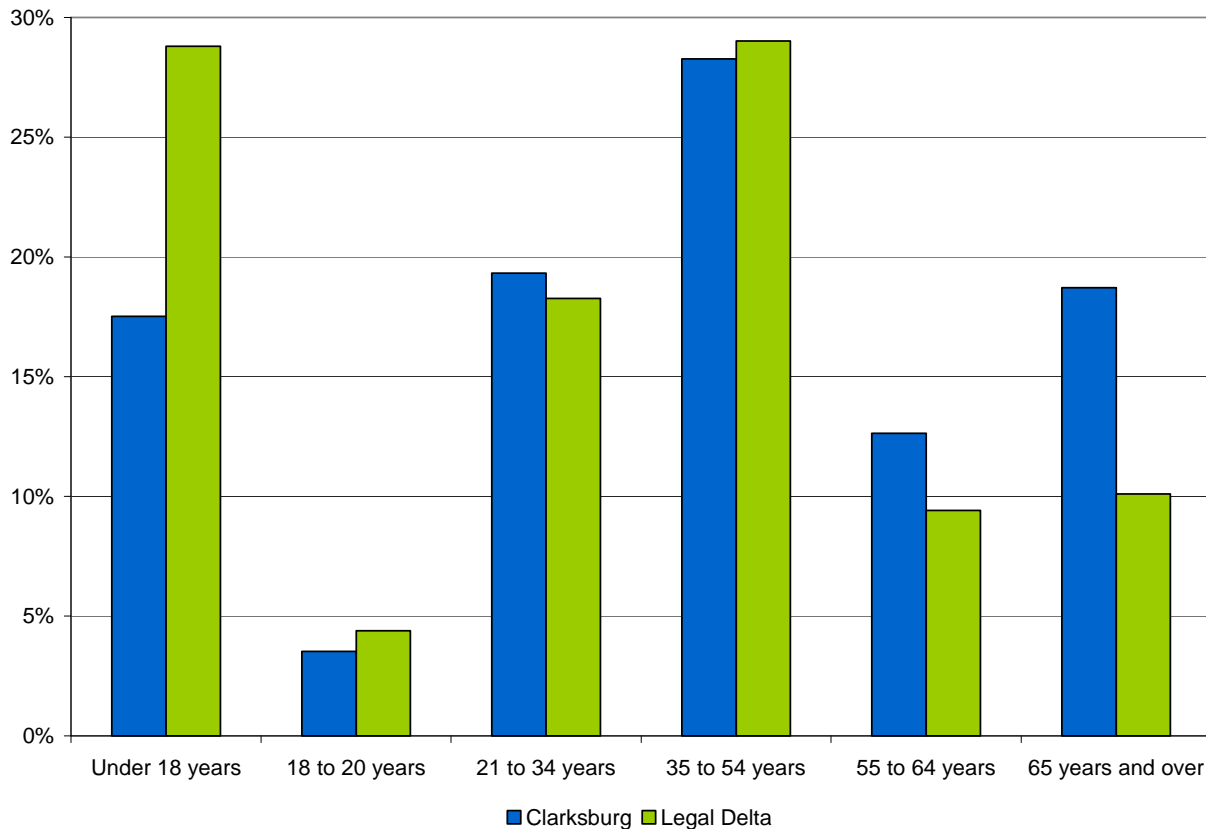
The housing element of Yolo County's general plan seeks to ensure the compatibility of new discretionary housing units with applicable, properly-adopted policies of the Land Use and Resource Management Plan of the Delta Protection Commission. Policies directly pertaining to Clarksburg include these:

- Provide affordable housing and farm worker housing in the Clarksburg Region, consistent with the Land Use and Resource Management Plan.
- Advocate for amendment of the Delta Protection Act or Delta Protection Commission Land Use and Resource Management Plan as necessary and appropriate to encourage development of limited new or improved infrastructure to serve existing and affordable housing and other appropriate development in Legacy Communities like Clarksburg that are treated differently by the Delta Protection Commission.
- Encourage developers to have neighborhood meetings with residents and staff early as part of any major development pre-application process.
- Encourage utility and service providers to pursue available funding sources for development of new infrastructure and upgrades to existing systems to serve affordable housing.
- Encourage use of the State density bonus law for affordable housing, senior housing, childcare facilities, and other special needs groups, as allowed.
- Encourage development of large rental and for-sale units (containing four or more bedrooms) that are affordable for very-low- and low-income households.

### **Age**

The age distribution of residents in Clarksburg indicates a population that is generally similar to the Legal Delta overall but with fewer young children and a much higher proportion of older residents. As shown in Figure 42, Clarksburg's population in the under-18 age group is only 18 percent of the population (compared to 29 percent in the Legal Delta), and the population in the 65 and older is 19 percent (compared to 10 percent in the Legal Delta).

**Figure 42 Clarksburg Population Age Distribution**



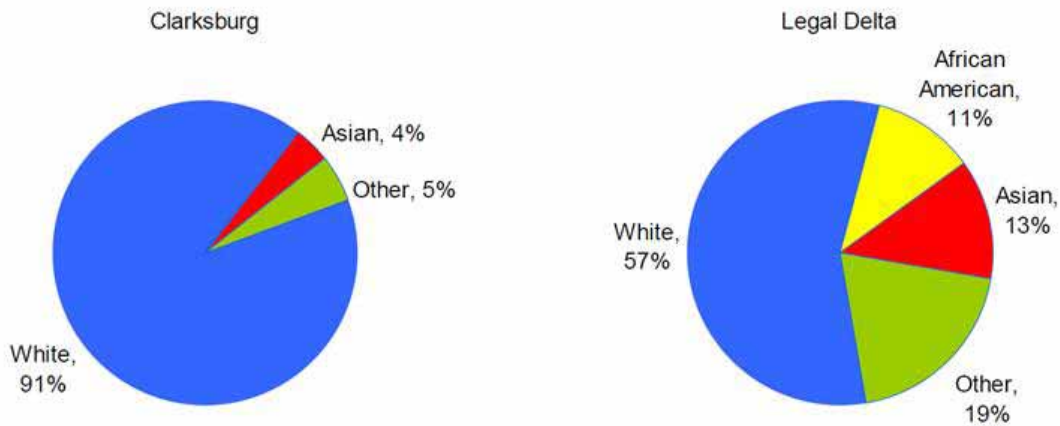
Source: 2005-9 American Community Survey, Census Bureau

### ***Race and Ethnicity***

The residents of Clarksburg are generally Caucasian, with residents identifying themselves as “White alone” making up approximately 91 percent of the population (which is significantly higher than the 57 percent in the Legal Delta). Only 4 percent of the Clarksburg population reports being “Asian alone,” which is the next highest racial category (as compared to 13 percent in this category for the Legal Delta).

Approximately 30 percent of the Clarksburg population reports being of Hispanic origin, which is almost exactly the same percentage as reported in the Legal Delta. This is a smaller share of the population than in California, where Hispanics make up roughly 36 percent of the population. See Appendix H for more information.

**Figure 43 Population Racial Distribution in Clarksburg**

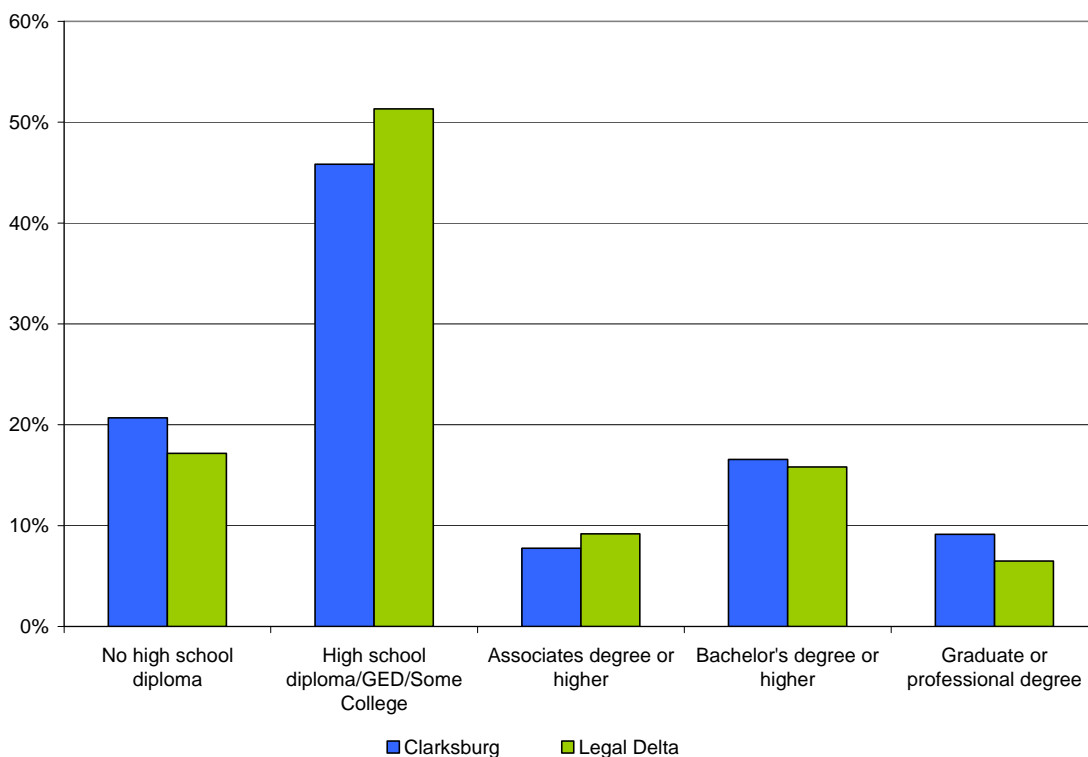


Source: 2005-9 American Community Survey, Census Bureau

### ***Educational Attainment***

The educational attainment of the Clarksburg population is largely in line with that of the rest of the Legal Delta, as demonstrated in Figure 44. Clarksburg does, however, show a slightly lower percentage of residents having completed high school (or GED) than in the Legal Delta overall. However, Clarksburg residents are more likely to have completed post-secondary education as compared to the rest of the Legal Delta.

**Figure 44 Clarksburg Educational Attainment (Population 25 years and older), 2005/2009**

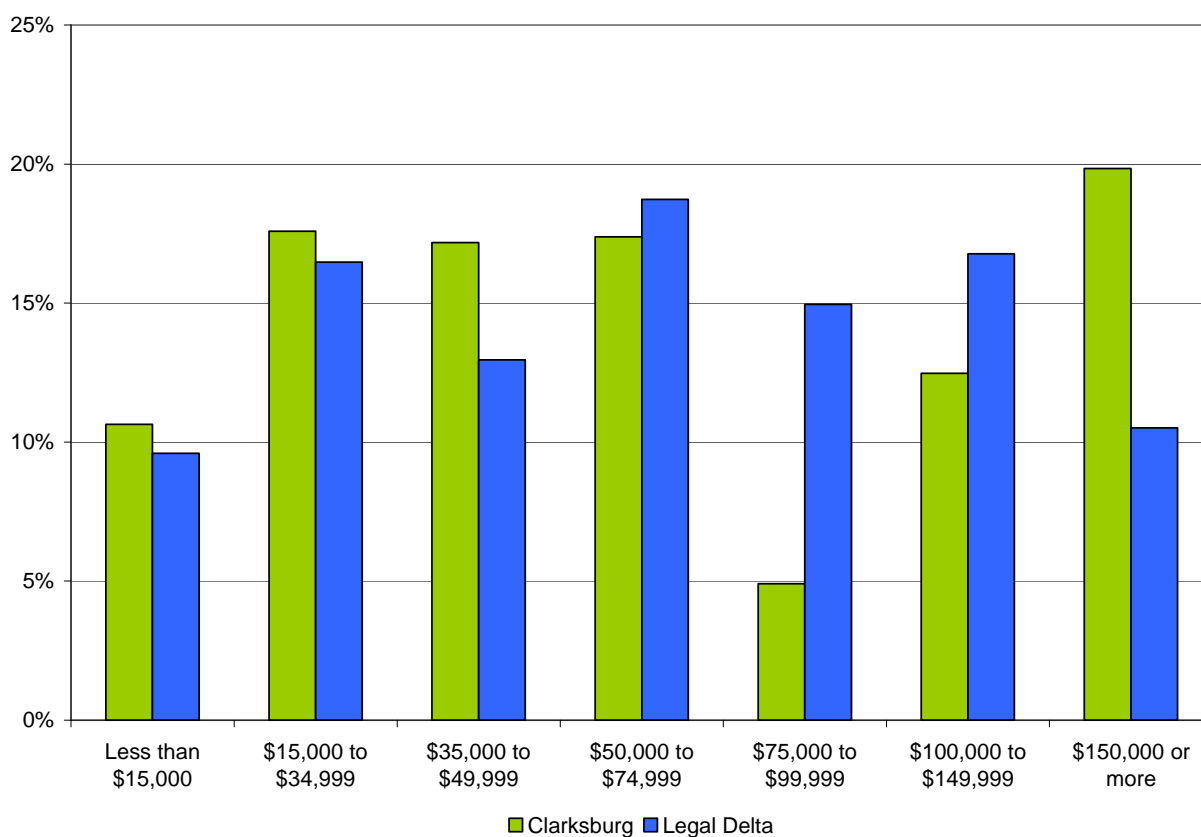


Source: 2005-9 American Community Survey, Census Bureau

### **Household Income**

The household income distribution in Clarksburg is generally similar to that in the Legal Delta, as shown in Figure 45. A slightly larger proportion of Clarksburg households have a total household income of less than \$35,000 (28 percent versus 26 percent in the Legal Delta), and a smaller proportion of Clarksburg households have a household income between \$35,000 and \$150,000 (52 percent versus 64 percent in the Legal Delta). A significantly greater share of Clarksburg residents earn more than \$150,000 (20 percent, as opposed to 11 percent in the Legal Delta), indicating that while blue collar in nature, Clarksburg does indeed contain some wealth and high-net-worth residents.

**Figure 45 Clarksburg Household Income Distribution, 2005/2009**



Source: 2005-9 American Community Survey, Census Bureau

### **Housing**

Approximately 63 percent of the housing units in Clarksburg are occupied by their owners. This is slightly lower than in the Legal Delta (66 percent); however, it is greater than the trend in California overall, where only about 58 percent of homes are owner-occupied. This dynamic is consistent with home-ownership rates observed in more rural areas where multifamily housing is scarce.

### ***Resident Commute Patterns***

Although 18 percent of Clarksburg residents work in Clarksburg, most commute to work elsewhere. The labor force residing in Clarksburg commutes to various locations throughout Northern California, most notably, the City of Sacramento, at 17 percent of the total.<sup>133</sup>

### ***Labor Force Employment by Sector***

The labor force residing in the Clarksburg area is largely employed in the agriculture industry, at nearly 25 percent of employment, as shown in Table 47. The next largest industries are manufacturing (15.5 percent), finance and insurance (14.8 percent), and construction (14.4 percent). Of employed Clarksburg residents, approximately 70 percent are employed by for-profit enterprises, 15 percent are employed by government entities, 14 percent are self-employed, and only 2 percent are employed by not-for-profit organizations.

**Table 47 Clarksburg Employed Labor Force by Industry, 2009**

Industry	Clarksburg		Legal Delta	
	Amount	%	Amount	%
Agriculture, forestry, fishing and hunting	135	24.7%	4,095	1.6%
Mining, quarrying, and oil and gas extraction	0	0.0%	261	0.1%
Construction	79	14.4%	23,250	9.1%
Manufacturing	85	15.5%	20,540	8.1%
Wholesale trade	0	0.0%	7,772	3.0%
Retail trade	13	2.4%	31,275	12.3%
Transportation and warehousing	0	0.0%	12,787	5.0%
Utilities	12	2.2%	2,845	1.1%
Information	8	1.5%	6,199	2.4%
Finance and insurance	81	14.8%	13,428	5.3%
Real estate and rental and leasing	0	0.0%	6,497	2.5%
Professional, scientific, and technical services	10	1.8%	13,059	5.1%
Management of companies and enterprises	0	0.0%	158	0.1%
Admin. and support and waste mgmt svcs	0	0.0%	12,688	5.0%
Educational services	23	4.2%	19,645	7.7%
Health care and social assistance	36	6.6%	32,037	12.6%
Arts, entertainment, and recreation	8	1.5%	4,144	1.6%
Accommodation and food services	0	0.0%	14,262	5.6%
Other services, except public administration	32	5.9%	12,513	4.9%
Public administration	25	4.6%	17,687	6.9%
<b>Total Employment</b>	<b>547</b>	<b>100.0%</b>	<b>255,142</b>	<b>100.0%</b>

"clarks\_emp"

Source: 2005-2009 American Community Survey 5-Year Estimates.

### ***Employment Trends***

As noted elsewhere in this report, Clarksburg employment is dominated by the agriculture industry. Figure 46 shows the distribution of jobs that are physically located in Clarksburg. As shown, the agriculture industry accounts for over 50 percent of these jobs.

<sup>133</sup> U.S. Census Bureau, OnTheMap and LEHD Origin-Destination Employment Statistics, 2009. Note that this figure is for place-of-work employment (as opposed to place-of-residence, which is also shown elsewhere in this report).

**Figure 46 Distribution of Clarksburg Employment (2007-9)**

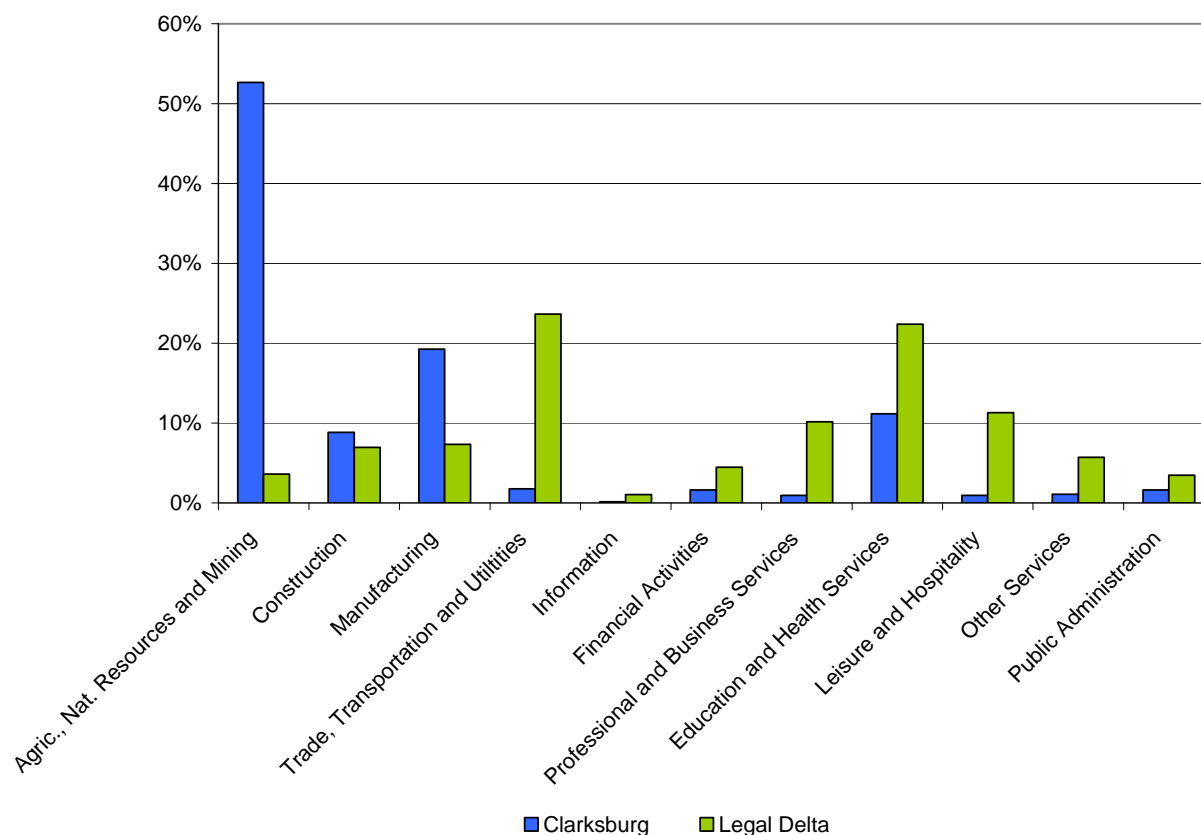


Figure 47 shows the annual change in jobs located in Clarksburg from 2002 to 2009.<sup>134</sup> Although total employment increased in Clarksburg during this period, this growth was characterized by large fluctuations in a few key industries, such as the agriculture, forestry, fishing, and hunting industries, which reportedly shed nearly 150 jobs during this time period.<sup>135</sup> The construction industry has demonstrated substantial change as well, increasing from just 25 employees in 2002 to 104 employees in 2009. This likely is due to one or two major construction projects moving in or out of the area, or by a construction business' headquarters location being relocated.<sup>136</sup> Manufacturing has also shown a very aggressive growth rate in recent years, growing from almost no employees in this sector in 2002 to more than 150 employees in 2009, which likely is due to the prolific expansion in wine production (such as at Bogle Vineyards and at the Old Sugar Mill).

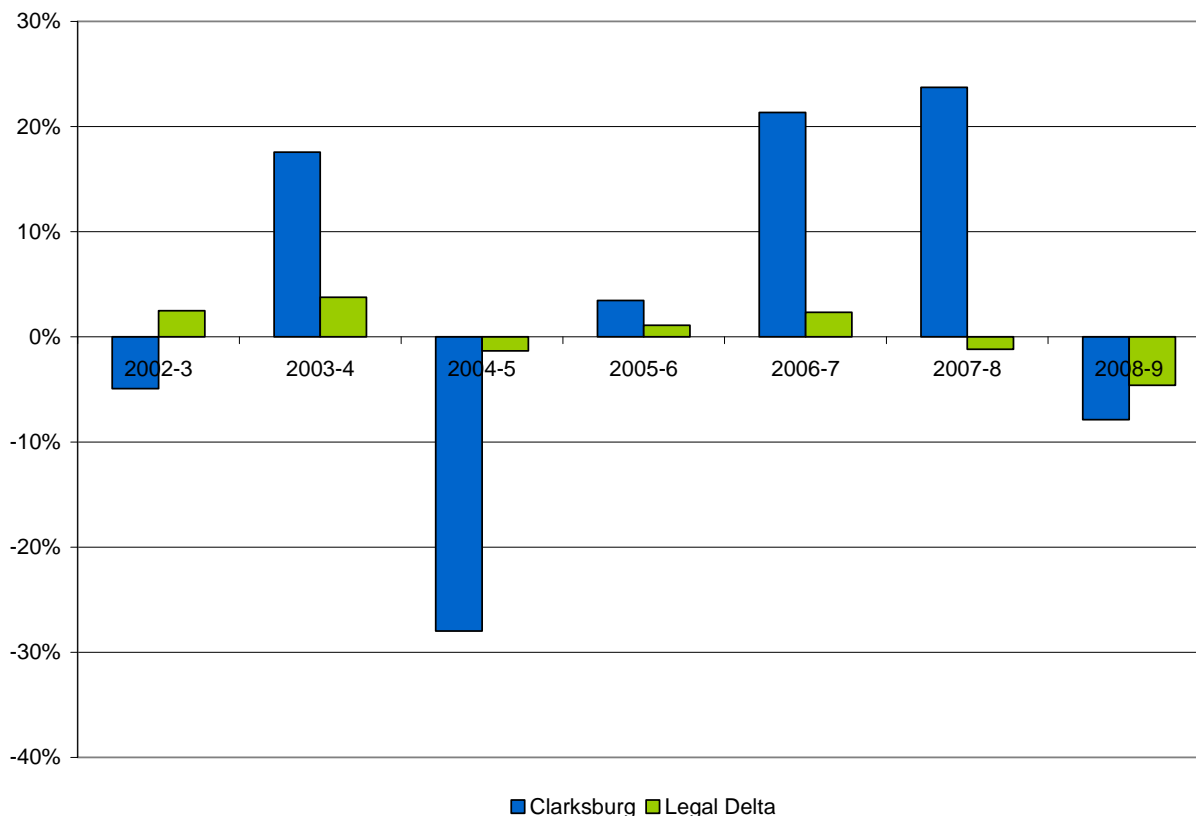
<sup>134</sup> From Local Employment Dynamics-Local Employment and Household Dynamics (LED-LEHD) employment data. See Appendix.

<sup>135</sup> Local employment swings in this industry are common because employment is often tied to designated accounting/payroll offices rather than agricultural fields. In addition, major changes in the construction industry have occurred throughout the Sacramento region in recent years, and a substantial portion of the growth in this sector may have been tempered.

<sup>136</sup> Hoover's Dunn & Bradstreet (2010) reported that six small construction companies opened in Clarksburg during this time period.

Other sectors in Clarksburg make up a very small proportion of overall employment and have remained relatively steady over the past eight years, with the exception of educational services, which has 40 jobs (2009) but has shed 31 jobs since 2002. This likely is due to a combination of scholastic funding cuts and changes at the local school district, which converted the local elementary school into a middle school, and construction of portable facilities on adjacent land to facilitate a charter elementary school.

**Figure 47 Employment Growth Trends, 2002-2009**



Source: Center for Economic Studies (LED-LEHD), Census Bureau

Some of the largest employers in Clarksburg include Bogle Vineyards (which employs approximately 60 workers in Clarksburg<sup>137</sup>) and the River Delta Unified School District (which has approximately 30 employees in Clarksburg<sup>138</sup>). Bogle Vineyards has been a key stakeholder in the business community and a regional success story, having grown considerably since its modest beginnings in 1979 to now shipping more than one million cases of wine per year. Largely because of a favorable pricing strategy and high-quality product, the company has weathered the recession very well and is undergoing a major expansion of its processing facilities. The company has stated that it intends to hire approximately 20 more employees in the next two to three years as this facility is constructed.

Overall, it is interesting to note that although significant changes in key industry sectors have occurred over the past eight years, the changes have not yielded significant changes in total

<sup>137</sup> Bogle company representative.

<sup>138</sup> Hoover's Dunn & Bradstreet enterprise data, 2010.

employment in Clarksburg. In fact, overall, Clarksburg has demonstrated more than 2.0 percent average annual change in employment, which is a healthy rate of growth. It appears that jobs have generally shifted from one industry (agriculture) to others (construction and manufacturing).<sup>139</sup>

### ***Employee Commute Patterns***

Clarksburg employees travel from throughout the region, most notably from Sacramento, Elk Grove, West Sacramento, and Rio Vista. Clarksburg residents make up the largest single category of residence for Clarksburg employees. Although only 17 percent of Clarksburg workers actually live in Clarksburg, this is relatively high compared to other Legacy Communities.

## ***2.1.2 Economic Sustainability Vision for Clarksburg: A Vibrant Agricultural Community***

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Clarksburg's primary competitive advantage as a community is its agricultural abundance. This region is known to produce exceptional agricultural products, most notably wine grapes, and other wine products, and the culture of the town is very supportive of this agricultural heritage. An economically sustainable vision for Clarksburg should build upon the momentum already gained in this key sector, while continuing to selectively round out and add to the package of local- and visitor-serving uses in the community. Key tenets of a vision for Clarksburg include the following:

**Preserved Historic Character:** Clarksburg's established, attractive, and high-quality building stock should be maintained and/or enhanced, and properly-planned and scaled adaptive reuse opportunities should be assessed for their potential to improve the community.

**Establishment as a Regional Food and Wine Destination:** Over the last 25 years, the Clarksburg region has emerged as a premier Chardonnay-producing area, and the Clarksburg appellation is coming into its own as a high-quality wine grape-growing region. Clarksburg has potential to become a regional destination by enhancing the current offerings and adding high-quality visitor attractions that pertain to wine, vineyards, slow food, and the "loco-vore" movement.

**Enhanced Resident and Visitor Amenities:** Opportunities to add a variety of visitor-serving and/or local-serving uses to the existing roster should be carefully evaluated. Such uses could potentially include retail stores, restaurants, wine tasting rooms, and others as appropriate.

**Increased Value-Added Agriculture Processing:** In order to provide jobs and increase wealth created and retained within the community, select value-added processing facilities should be encouraged.

## ***2.1.3 Strategic Action Plan for Clarksburg***

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The following items should form the basis of a Strategic Action Plan for Clarksburg:

- To remain consistent with Clarksburg's general plan, direct growth toward infill and replacement development in the existing Clarksburg town area. There is an approximate total of 76,000 square feet of land and with approximately 18,500 of either vacant or

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<sup>139</sup> Local employment swings in agriculture are common because employment is often tied to designated accounting/payroll offices rather than agricultural fields. In addition, the construction industry has undergone significant changes in recent years and the growth in this sector may be tempered.

underperforming buildings. These vacancies provide opportunity sites for catalyst redevelopment that can serve existing and emerging markets related to tourism, outdoor recreation, food, wine and agriculture.

- Promote wine grape growing and establish the wine and viticulture industry as the primary economic development theme of the community.
- Promote the enhancement and development of businesses like the Old Sugar Mill, installing wayfinding signage and improving accessibility to the site (e.g., complete streets). Enhancements should be consistent with the character of the Clarksburg town area.
- Establish or expand local crushing, fermentation, bottling, and storage facilities.
- Promote tourism, including farm stays.
- Promote farm stands and the sale of locally produced agricultural products.
- Review land-use policies to assure allowance for visitor-serving facilities.
- Establish and promote Enterprise Zone benefits.
- Study the potential for additional docking and transient boat accommodation between Clarksburg and Netherlands Avenues along South River Road. If more docking facilities are created, implement a wayfinding system to lead visitors to river-facing shops and the Old Sugar Mill.
- Encourage the establishment of basic support services for tourists and visitors: restrooms, community-themed convenience markets akin to the one that exists, and landside ‘parks’ or other places to eat and rest while ashore.
- Work with active nonprofits/community groups to implement economic strategies and community initiatives.
- Encourage cooperation between Yolo and Sacramento counties to create a regional brand that includes Clarksburg and celebrates its tie to the Sacramento River and budding legacy as an acclaimed wine grape-growing region.
- Modifications and enhancements to the Clarksburg community should maintain and enhance agricultural and recreational resources that are already in place.

#### *2.1.4 Opportunity Sites*

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Although the capacity for development within the “town” of Clarksburg are extremely limited, there are a small number of “opportunity sites” that occupy key geographic locations, have important adjacencies/connections, or for other reason(s) deserve further evaluation as part of an economic strategy. Land development is significantly constrained in the Legacy Communities by both flood protection and regulatory issues. Moving forward, as these issues are evaluated and resolved, certain parcels may have particular merit for future development, for recreational and tourist-related activities, for local-serving goods and services, or for future agricultural processing facilities. However, in order to accommodate future development, these sites would require sufficient infrastructure to serve them, including adequate flood protection, sewer, water, and roadway access, as well as good visibility, ideally both from the land and the water. Some of Clarksburg’s more prominent sites that may have merit for future development are listed below.

1. The Old Sugar Mill has been an important and highly visible—albeit controversial—component to Clarksburg’s continued change and evolution of the region into a wine-related destination. The project was originally conceived as a mixed-use village that would incorporate 125 residential dwelling units and significant commercial and industrial space on the former sugar beet processing site. Although this project gained approval by Yolo County, it was not approved by the Delta Protection Commission, and the residential portion of the site was never constructed. Today, the Old Sugar Mill is home to state-of-the-art wine

production facilities and six micro-wineries, and the facility host many events throughout the year, including weddings, concerts, fundraisers, etc.

The Old Sugar Mill project is important to Clarksburg in a variety of ways. The proposal presents evidence that a developer was willing to take significant financial risk to invest in Clarksburg and supports the notion that significant economic development potential exists in this region; however, this potential is hindered by a variety of political, regulatory, environmental, and infrastructure issues.

Nonetheless, the Old Sugar Mill is operating successfully today and the vacant land and building space at the site presents an opportunity to build on Clarksburg's status as a tourist destination. Efforts to support this and similar efforts should be strongly considered in concert with the various regulatory agencies and local community members.

2. Yolo County has identified approximately 100 acres of newly zoned ag-industrial land in the Clarksburg Area Plan. Approximately half of this acreage has already been allocated for Bogle Winery's processing facility expansion in the central portion of the district. Specific uses have not been determined for the remaining ag-industrial lands identified by the plan.
3. The former agricultural processing facility located at the northwest corner of Riverview Drive and Clarksburg Road may present an additional opportunity for development in Clarksburg because its location is picturesque and it is well-served by vehicle access, adjacent to the river, and well-located in its connection to the Old Sugar Mill project as well as to town. Other sites throughout the Clarksburg area may present similar opportunities for development once the larger issues of flood control, market conditions, and regulatory control have been improved or resolved. Other parcels located along Riverview Drive near Netherlands Avenue may have merit for future development as well.



Some potential "opportunity sites" in Clarksburg

## CASE STUDY FRAMEWORK EXAMPLE SUTTER CREEK AND WINTERS

Other communities in the region have newly created, or in some cases longstanding, programs and policies that lend themselves to establishing a “brand” or strategic direction that contributes to economic sustainability, community vitality, and civic engagement on the part of residents and visitors alike. Like each community, the results are varied and unique, but the outcomes are similar: thriving, small-scale, functional towns that create hubs in and of themselves. The communities cited below are visionary influences and can serve as models for economic and cultural enhancement, redevelopment and renewal, and adaptation to new market forces.

We have selected two distinctly different communities in different physical settings to serve as stimuli and idea generators as to how the Legacy Communities could possibly evolve and adapt as market forces and demographics combine to change how they function, market themselves, and remain viable into the future.

Sutter Creek in Amador County, California (population 2,500) has established a co-brand with other nearby towns in the Gold Country as well as California’s “Golden Chain Highway 49”

- Characterized by well-preserved architecture as well as new development that complements existing buildings in the historic core
- Tidy and very clean public and private realms
- Reinvestment is evident in the historic core
- New development has occurred away from the historic core that is suburban in nature and not terribly inspiring or exemplifies typical contemporary development standards. Landscape is limited and site planning could be characterized as ‘strip’
- Functioning town amenities—post office, shops, restaurants, walkable streets
- Emphasis on tourism, wine, and antiques
- Destination restaurants and lodging are comparable to Delta establishments in terms of recognition and longevity
- Regularly occurring, year-round community festivals generally geared towards commerce of all types
- Has a Facebook page
- Has a business association and City-sponsored website
- Council/Manager form of government with very limited City staff
- No economic development efforts other than a business association



*Main Street, Sutter Creek, CA*



Winters, in western Yolo County, California (population 6,600) has what could be described as an emerging brand centered on wine, slow food and agriculture.

- Has a City sponsored website
- Has a Facebook page and a Twitter account
- Recent redevelopment efforts including streetscape, park, pedestrian bridge
- Vibrant street scene evolved only over the last 5 years
- Emerging reinvestment; quality historic preservation
- Emphasis on community and uniqueness while recognizing agricultural heritage and ongoing prowess, not unlike Delta communities
- Not so much a tourist destination, but heavy cyclist/motorcycle destination
- Community emphasis on slow food branding
- Wineries in town (3)
- Council/Manager form of government with a volunteer Economic Advisory Committee that looks at a broad range of topics: land use, all manner of design, fiscal sustainability, and economic development
- The City website advertises properties for sale or lease



*Main Street, Winters, CA*



### 2.1.5 Infrastructure Constraints

There are certain specific infrastructure constraints in Clarksburg that limit the community's development/redevelopment and economic development options. The following items require additional research, documentation, analysis, and strategic considerations in future versions of this report.

- **Water and sewer:** Each developed parcel in Clarksburg is served by its own well and septic system. This condition is not sustainable in the long term, primarily as it pertains to public health and water quality. There are currently no plans to provide municipal services to the community. If any meaningful development is to be implemented in the future, the issue of sewer and water provision must be solved, which is a significant barrier—although not insurmountable.
- **Flood protection.** As discussed elsewhere in this chapter and throughout this report, establishing adequate flood protection is a crucial issue which severely constrains development. Several possible solutions have been brought forth and will continue to be evaluated. In the meantime, new development is severely hampered.
- **Telecommunications:** Current internet access in most Delta communities is very limited, and Clarksburg is no exception. This issue limits the degree to which “white collar” businesses can locate in the Delta. Economic development plans should include digital connectivity as a first step in enhancing the livability and competitiveness of the town.
- **Roadways:** Most community roadways are incomplete, missing sidewalk, curb, gutter, and accessibility features. Existing roadways are adequate for current vehicle traffic; however, if streets are to be considered “complete”, significant infrastructure investments are needed.
- **Waterway access:** Clarksburg has a small dock, but it does not accommodate transient vessels, which can attract visitors. These facilities should be planned for and constructed in order to enhance the recreational appeal of Clarksburg and the surrounding area.

*The Sacramento Housing and Redevelopment Agency (SHRA) began working in the Delta in the mid- to late-1970s, initially assisting the Delta Estates in financing capital improvements. By the early 1980s, SHRA had established a Redevelopment Project Area and assisted the Walnut Grove Homeowners and Merchants Association in additional land acquisitions to unite land and buildings. Once the land was purchased from the original families and Southern Pacific Railroad, subdivided and transferred to individual building owners, SHRA, in concert with the homeowners and merchants association, began an aggressive revitalization program, which included the construction of curbs, gutters and sidewalks, a park, a fire station, parking lots, sewer and water improvements, a community boat dock, as well as a commercial revitalization program, which included commercial loans, grants, façade rebates, and technical assistance to the Walnut Grove Area Chamber of Commerce. The redevelopment project area expired in 2004, and SHRA has since suspended its involvement in the area.*

Source: The Walnut Grove Area Website, 2011, Walnut Grove Chamber of Commerce (now defunct), [www.walnutgrove.com](http://www.walnutgrove.com), accessed 7/1/11.

## 2.2 Walnut Grove/Locke

Although Walnut Grove and Locke are nearly adjacent to each other and have similar populations, services, employment linkages, etc., they are distinctively unique communities. This section describes the history and socio-economic context of these communities.

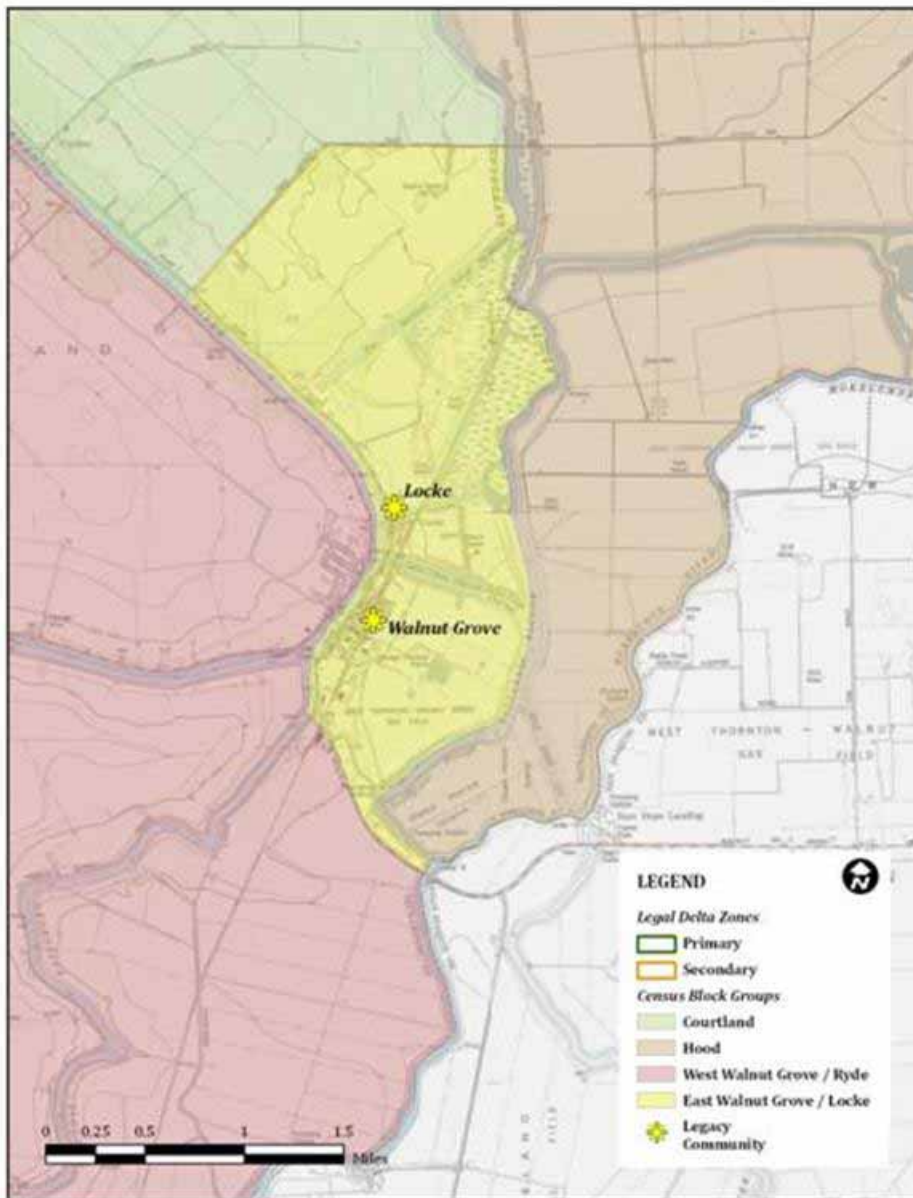
### *2.2.1 Walnut Grove/Locke Socio-Economic Context*

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The ESP Team has evaluated the socio-economics of Walnut Grove and Locke based on various data sources that originate from the U.S. Census Bureau. Census Bureau data concerning detailed socio-economic factors for Walnut Grove/Locke are available at the Census Block Group level, and comprise the area shown in Figure 48 below. The U.S. Census Bureau data does not distinguish between Locke and Walnut Grove in the American Community Survey socio-economic data set, as these communities are comprised of a single U.S. Census block group. Therefore, the socio-economic information shown below is referred to as “East Walnut Grove/Locke,” although it is recognized that these two communities have distinct socio-economic, business environment, and cultural attributes. This data issue is further complicated by the fact that the U.S. Census Bureau considers the residents and employees located in the western portion of Walnut Grove (i.e., Clampett and Great Isle Estates) to be included in a large block group that also includes the Ryde area, as shown in Figure 10 below. Although this geography is not ideal, the ESP provides the best data available for the purposes of characterizing these communities. The Consultant Team has also conducted interviews and site visits in each of the Legacy Communities and has attempted to temper any data-related issues that exist with information gleaned through interviews, personal observations of the site, document review, and other sources.

Generally, the ESP Team has compared data attributes of each of the Legacy Communities with those of the broader Legal Delta, which will allow for comparison and contrast to show how each of these communities resembles or differs from the larger context of the Delta region. Other working papers include similar information for other geographic areas (such as the Primary and Secondary zones, as well as California as a whole). The detailed tables supporting the information in this section are shown in Appendix H.

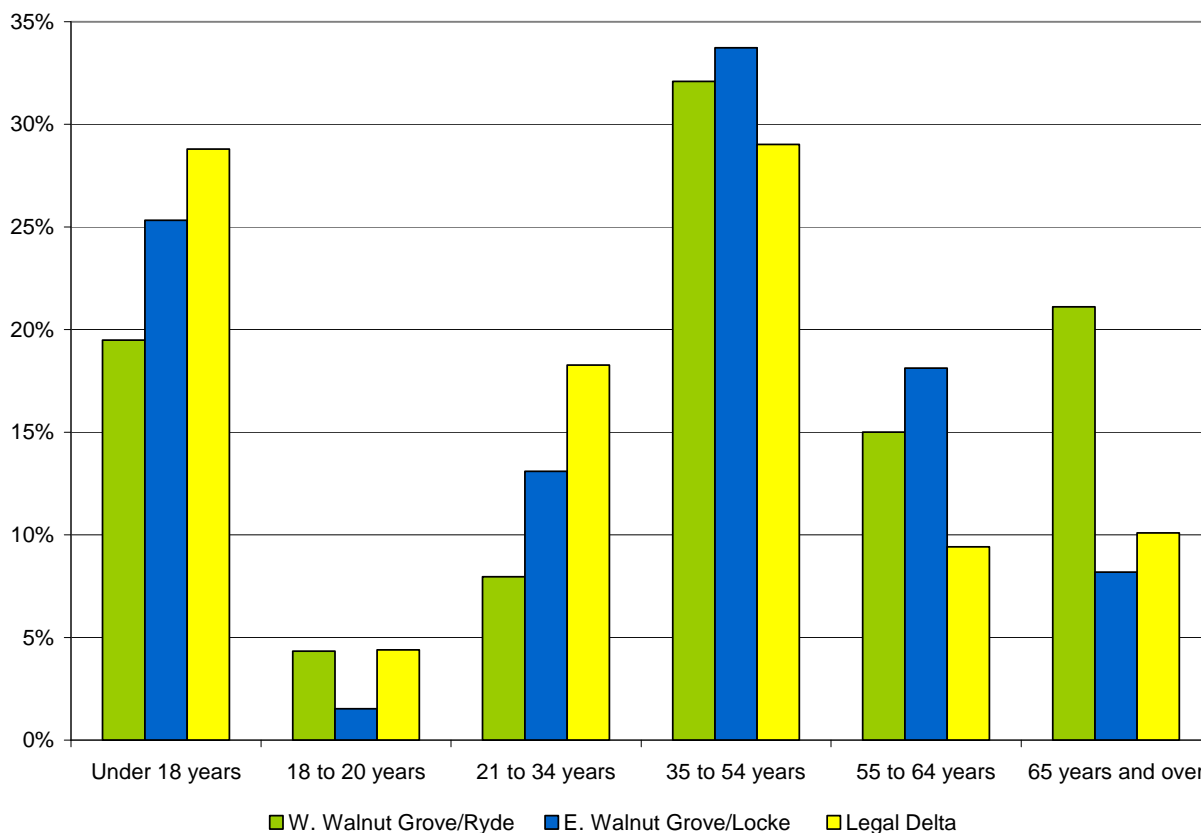
**Figure 48 Walnut Grove/Locke/Ryde Census Block Group Boundaries**



### ***Population and Households***

The Census Bureau's American Community Survey data indicates that there are 916 residents and 364 households in Walnut Grove/Locke, and 1,293 residents and 511 households in West Walnut Grove/Ryde. The age distribution of residents in these communities indicates a population that is similar to the Legal Delta, although it is characterized by a slightly older population on average, with a significantly higher proportion of residents in the 55 to 64 age category. Population in the under-18 age group is only 26 percent of population in East Walnut Grove/Locke and 20 percent in West Walnut Grove/Ryde (compared to 30 percent in the Legal Delta), and population 55 years and older is 26 percent in Walnut Grove/Locke and 36 percent in West Walnut Grove/Ryde (compared to 20 percent in the Legal Delta). Compared to the state overall, an older population is a common trait of Delta Legacy Communities.

**Figure 49 Walnut Grove/Locke/Ryde Population Age Distribution, 2005/2009**



Source: 2005-9 American Community Survey, Census Bureau

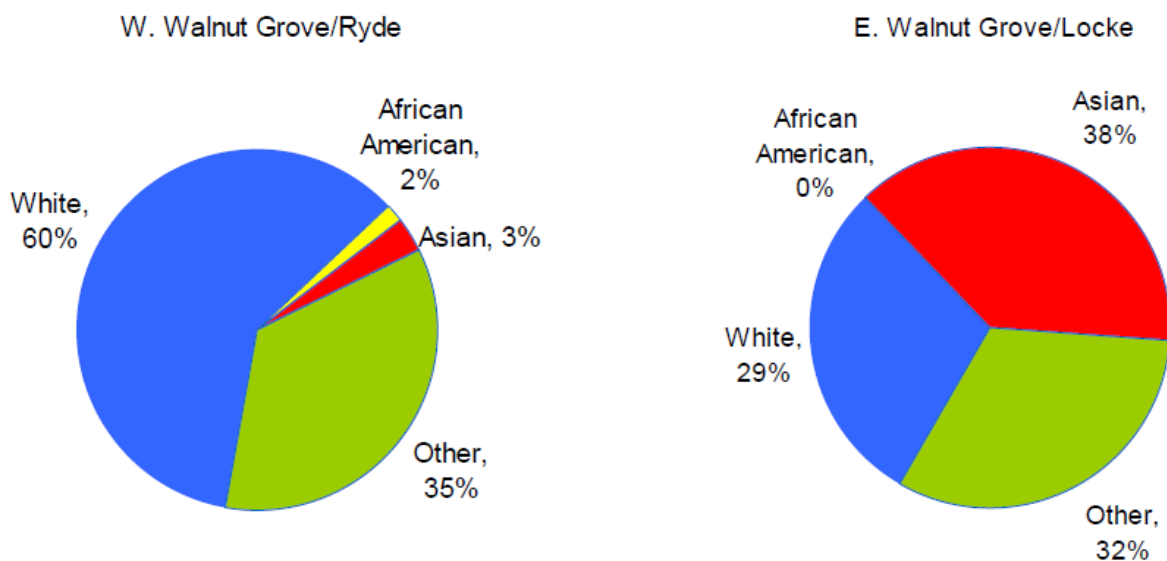
### ***Race and Ethnicity***

The population of East Walnut Grove/Locke contains a very high concentration of Asian residents, with residents identifying themselves as “Asian alone” making up approximately 38 percent of the population, which is significantly higher than the reported 13 percent in the Legal Delta. The data indicate that 21 percent of the East Walnut Grove/Locke population reports being “White alone,” which is the next highest racial category (as compared to nearly 42 percent in this category for the Legal Delta).

Approximately 40 percent of the East Walnut Grove/Locke population reports being of Hispanic origin, which is almost exactly the same percentage as reported for the Legal Delta and is a higher share of the population than in California overall, where Hispanics make up roughly 36 percent of the population.

On the other side of the Sacramento River in West Walnut Grove/Ryde, the racial and ethnic composition is quite different. Only approximately 3 percent of residents in West Walnut Grove/Ryde identify as “Asian alone,” and 56 percent identify as “White alone.”

**Figure 50 Population Racial Distribution in Walnut Grove/Locke/Ryde**



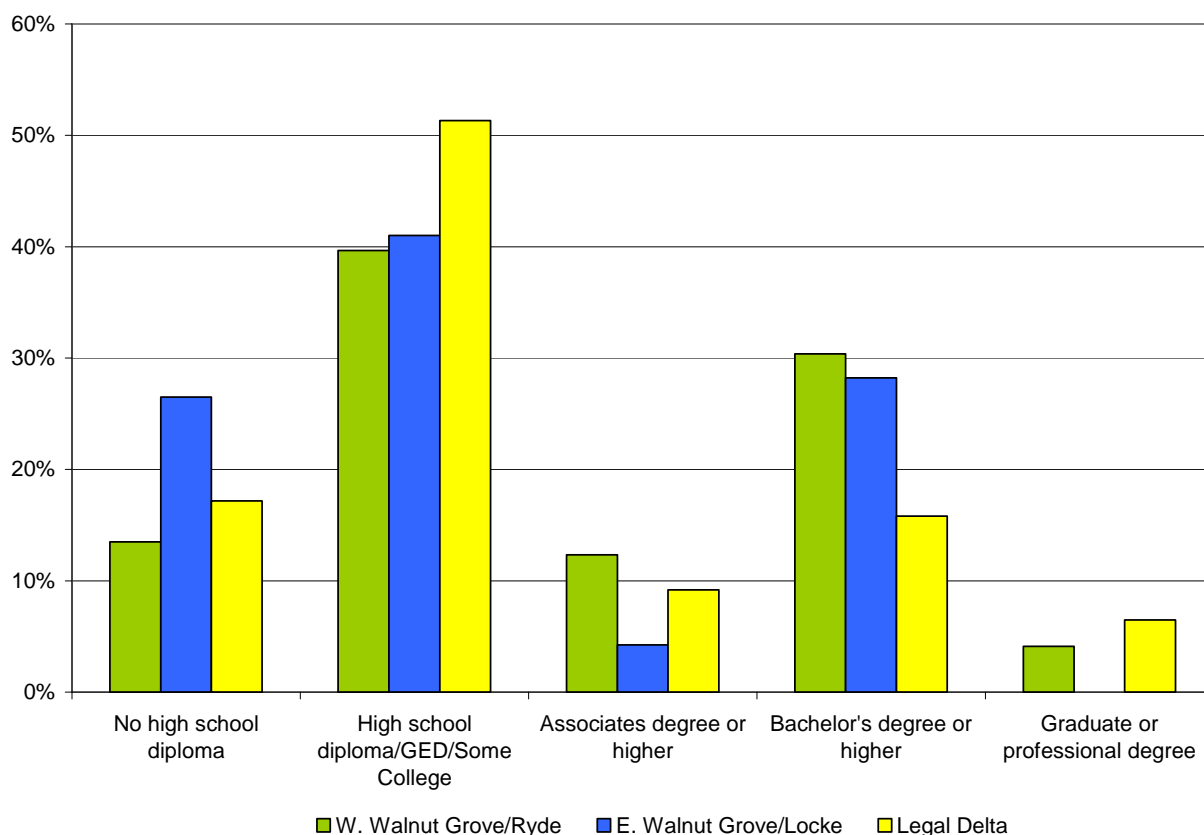
Source: 2005-9 American Community Survey, Census Bureau

### ***Educational Attainment***

The educational attainment of the residents of East Walnut Grove/Locke is lower than that of the rest of the Legal Delta. Of this population, approximately 27 percent does not possess a high school diploma, as compared to 17 percent in the Legal Delta. There are no residents of East Walnut Grove/Locke who reported having a graduate degree, compared to 7 percent who do in the Legal Delta. On the other hand, East Walnut Grove/Locke does have a much higher proportion of residents with bachelor's degrees, at 28 percent, compared to 16 percent for the Legal Delta.

The educational attainment of residents of West Walnut Grove/Ryde is also quite different from that of residents in East Walnut Grove/Locke. Only 14 percent of these residents do not possess a high school diploma, while 30 percent have earned a bachelor's degree or higher.

**Figure 51 Walnut Grove/Locke/Ryde Educ. Attainment (Pop. 25 yrs & older), 2005/2009**



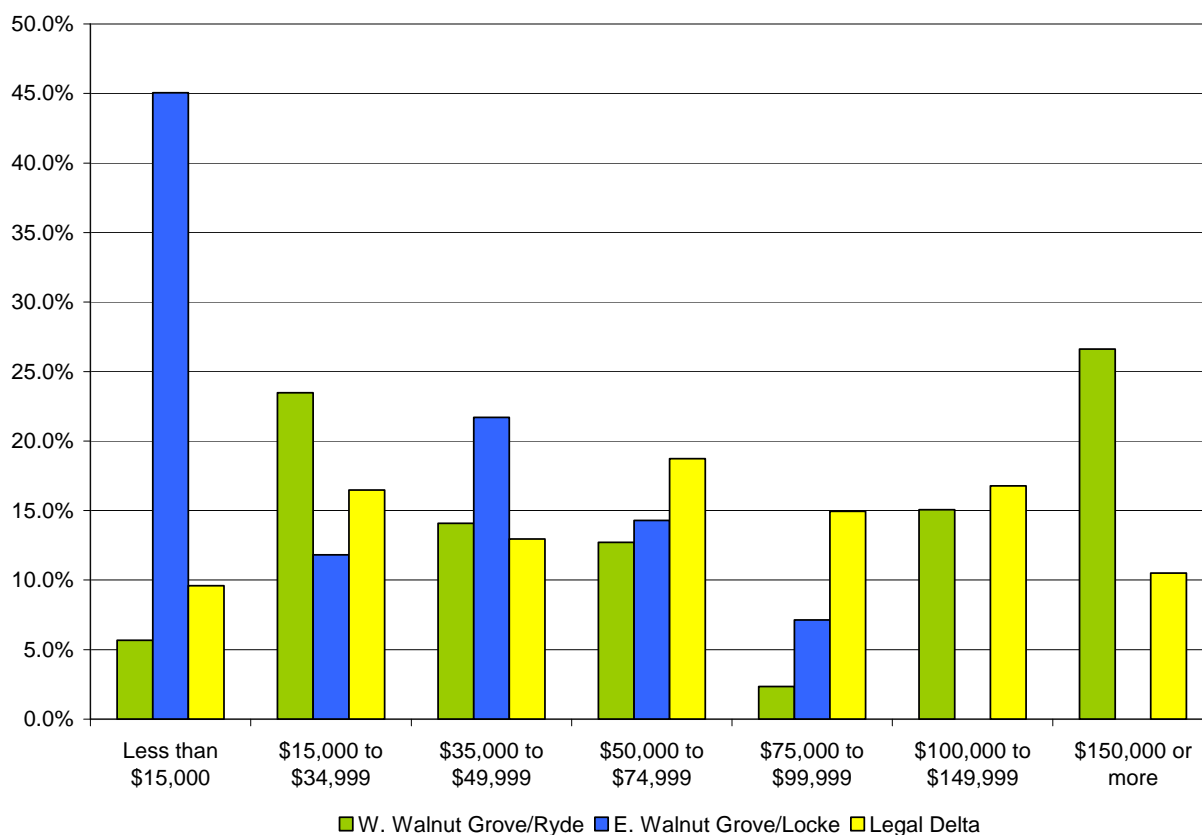
Source: 2005-9 American Community Survey, Census Bureau

### ***Household Income***

At \$29,000 on average, the household incomes in East Walnut Grove/Locke are much lower than those in the Legal Delta and the lowest of all Legacy Communities. More than 45 percent of households in East Walnut Grove/Locke report an income less than \$15,000, compared to just 10 percent in the Legal Delta. A slightly larger proportion of East Walnut Grove/Locke households have a total household income of \$35,000 to \$49,000 (22 percent versus 13 percent in the Legal Delta), but a much smaller proportion of Clarksburg households have income between \$50,000 and \$100,000 (21 percent versus 34 percent in the Legal Delta).

The residents of West Walnut Grove/Ryde are considerably more affluent than East Walnut Grove/Locke residents. For example, the average household income in West Walnut Grove/Ryde is \$92,000 on average, as compared to under \$80,000 in the Legal Delta. More than 27 percent of West Walnut Grove/Ryde households earn more than \$150,000 per year, compared to just over 11 percent in the Legal Delta.

**Figure 52 Walnut Grove/Locke/Ryde Household Income Distribution**



Source: 2005-9 American Community Survey, Census Bureau

### ***Housing***

East Walnut Grove/Locke are among the few areas in Legacy Communities that have a fair stock of multifamily housing and affordable/workforce housing. Approximately 57 percent of the housing units in East Walnut Grove/Locke are occupied by their owners, a lower rate than found in the Legal Delta (which reports 66 percent), but consistent with statewide averages. On the other side of the river in West Walnut Grove/Ryde, over 71 percent of homes are owner-occupied.

### ***Resident Commute Patterns***

The residents of East Walnut Grove/Locke primarily work outside of Walnut Grove/Locke. The East Walnut Grove/Locke area is tied with the City of Sacramento as the two places with the highest proportion of place of work for Walnut Grove/Locke residents, each at 9 percent. The next highest places of employment are Stockton (6 percent) and West Sacramento and San Jose (3 percent each). Other cities where area residents work include San Francisco, Pleasanton, Fresno, and Arden-Arcade (in Sacramento), demonstrating that many Walnut Grove/Locke residents travel significant distances to work.

Commute patterns are similar in West Walnut Grove/Ryde, with 15 percent of residents working locally (in the Ryde/Walnut Grove area), and 8 percent commuting to Sacramento. Other notable place-of-work destinations for these residents include Stockton and Rio Vista.

### Labor Force Employment by Sector

As in other Legacy Communities, employment of residents of East Walnut Grove/Locke is heavily influenced by the agriculture industry. Agriculture, forestry, fishing, and hunting comprise more than 32 percent of employment (as compared to less than 2 percent for the Legal Delta). Administration and support of waste management services, however, is the largest industry sector, at more than 34 percent of total employment (as shown in Figure 15). The next largest industries are educational services (9.1 percent); professional, scientific, and technical services (8 percent); information (7 percent); and manufacturing (7 percent). Of employed East Walnut Grove/Locke residents, approximately 76 percent are employed by for-profit enterprises (which are higher than the average for the Legal Delta, at 68 percent) and nearly 15 percent are self-employed (which is more than twice the rate for the Legal Delta).

The West Walnut Grove/Ryde labor force is comparable to that in other Legacy Communities. Most residents work in the agriculture sector, which accounts for more than 21 percent of employment. Other significant industries are education (12.5 percent), real estate (12.1 percent), public administration (11.4 percent), and health care (10.1 percent).

**Table 48 Walnut Grove/Locke/Ryde Employed Labor Force by Industry, 2005/2009**

Industry	E. Walnut Grove/Locke		W. Walnut Grove/Ryde		Legal Delta	
	Amount	%	Amount	%	Amount	%
Agriculture, forestry, fishing and hunting	118	31.7%	127	20.7%	4,095	1.6%
Mining, quarrying, and oil and gas extraction	0	0.0%	0	0.0%	261	0.1%
Construction	12	3.2%	47	7.7%	23,250	9.1%
Manufacturing	25	6.7%	13	2.1%	20,540	8.1%
Wholesale trade	0	0.0%	10	1.6%	7,772	3.0%
Retail trade	0	0.0%	32	5.2%	31,275	12.3%
Transportation and warehousing	0	0.0%	0	0.0%	12,787	5.0%
Utilities	0	0.0%	0	0.0%	2,845	1.1%
Information	27	7.3%	7	1.1%	6,199	2.4%
Finance and insurance	0	0.0%	34	5.5%	13,428	5.3%
Real estate and rental and leasing	0	0.0%	74	12.1%	6,497	2.5%
Professional, scientific, and technical services	28	7.5%	9	1.5%	13,059	5.1%
Management of companies and enterprises	0	0.0%	0	0.0%	158	0.1%
Admin. and support and waste mgmt svcs	128	34.4%	39	6.4%	12,688	5.0%
Educational services	34	9.1%	77	12.5%	19,645	7.7%
Health care and social assistance	0	0.0%	62	10.1%	32,037	12.6%
Arts, entertainment, and recreation	0	0.0%	0	0.0%	4,144	1.6%
Accommodation and food services	0	0.0%	13	2.1%	14,262	5.6%
Other services, except public administration	0	0.0%	0	0.0%	12,513	4.9%
Public administration	0	0.0%	70	11.4%	17,687	6.9%
<b>Total Employment</b>	<b>372</b>	<b>100.0%</b>	<b>614</b>	<b>100.0%</b>	<b>255,142</b>	<b>100.0%</b>

"walnut\_emp"

Source: 2005-2009 American Community Survey 5-Year Estimates.

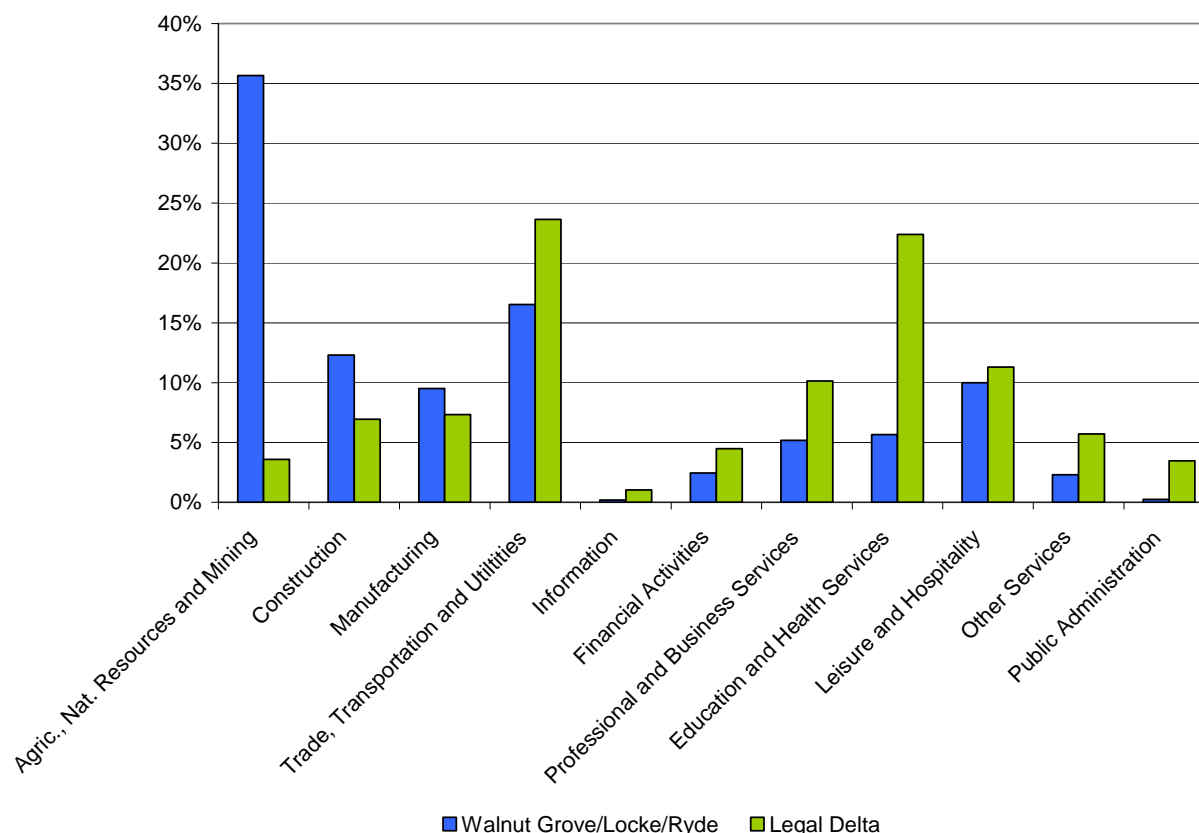
### Employment Trends

As described above, Walnut Grove, Locke, and Ryde are heavily influenced by the agriculture industry. According to estimates from the U.S. Census Bureau LED/LEHD, the agriculture industry (which also includes forestry, fishing, and hunting) comprises approximately 36 percent of total jobs in East Walnut Grove/Locke and West Walnut Grove/Ryde (2009). As recently as 2002, this sector accounted for 58 percent.<sup>140</sup> As stated in a previous section of this chapter, and as has been observed in other Legacy Communities and throughout the Delta in general,

<sup>140</sup> Please note that these figures are by place-of-work (as opposed to place-of-residence, which is also shown elsewhere in this chapter).

employment swings in this industry are common—especially in small geographic areas—because employment is often tied to an accounting/payroll office rather than agricultural fields.

**Figure 53 Walnut Grove/Locke/Ryde Employment 2002-2009<sup>141</sup>**



Source: Center for Economic Studies (LED-LEHD), Census Bureau

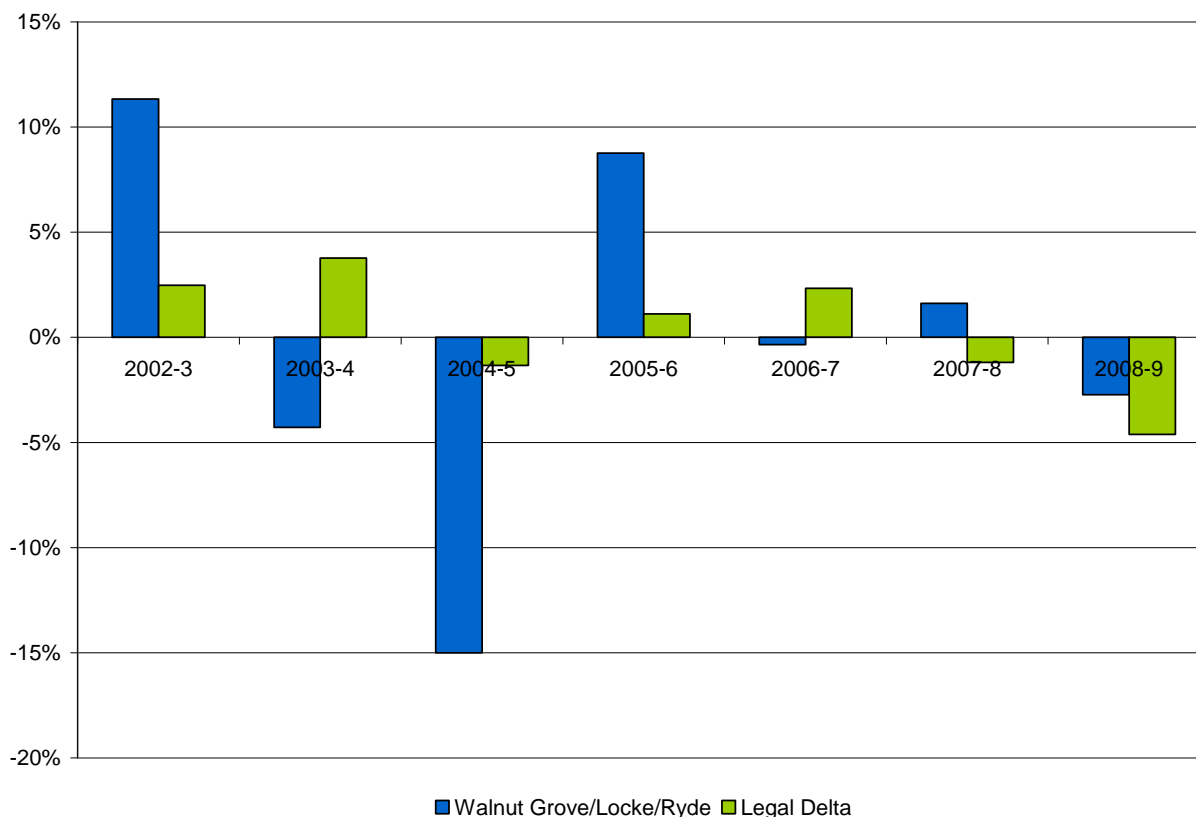
Figure 54 shows annual job growth for East Walnut Grove/Locke and West Walnut Grove/Ryde (combined) from 2002 to 2009. As shown, large annual fluctuations have occurred during this time period; however the total employment in these towns has remained relatively steady (especially in the last three years).

As in Clarksburg, the construction and manufacturing industries have demonstrated significant fluctuations in employment but have been growing overall since 2002. Transportation/warehousing, administration/support for waste management and remediation, and retail trade have shown significant gains in recent years as well, which may be due to a combination of industry growth, new business strategies, and differentiation of the Lyman Company, which is the largest employer in East Walnut Grove/Locke, employing more than 20 employees in the local area and more than 200 throughout Northern California. The Lyman Group, which is an agriculture chemical sales and supply firm, contains several different arms under the Lyman Group umbrella. The Lyman Group has been in Walnut Grove for more than 50 years and has endured many changes to the local economies and the agricultural industry itself.

<sup>141</sup> This figure represents the *aggregate* employment of the E. Walnut Grove/Ryde and W. Walnut Grove/Locke block groups.

Some of the other large employers in East Walnut Grove/Locke include the River Delta Unified School District (with 30 reported employees), Tony's Place restaurant, Amistad Freight Service, Meyer and Cook Insurance, and Boon Dox Liquor Store. The largest employers in West Walnut Grove/Ryde are Wilcox Brothers farming equipment, the Ryde Hotel, MacCormack Farms, and Salman Ranch.<sup>142</sup>

**Figure 54 Walnut Grove/Locke/Ryde Employment Growth Trends, 2002-2009**



Source: Center for Economic Studies (LED-LEHD), Census Bureau

### ***Employee Commute Patterns***

People who work in East Walnut Grove/Locke travel from throughout the region, most notably from Sacramento, Elk Grove, Galt, Stockton, Lodi, and various other locations. Only approximately 4 percent of East Walnut Grove/Locke workers actually live in East Walnut Grove/Locke. The breakdown for West Walnut Grove/Ryde demonstrates a similar pattern, although higher proportions (13 percent) of these workers live locally.

### ***2.2.2 Economic Sustainability Vision for Locke – A Historic Delta Community***

Locke is known for its cultural heritage, historical significance, unique building stock, and visitor attractions. These assets should be bolstered in a culturally, ecologically, and economically sustainable manner. Key tenets of a vision for Locke include the following:

**Preserved Historic Character:** Locke's unique and long-established building stock should be maintained and/or enhanced to meet certain building code and safety standards, as appropriate.

<sup>142</sup> Hoover's Dunn & Bradstreet enterprise data, 2010.

**Improved Hospitality and Visitor Services:** Opportunities to add a variety of visitor-serving and/or local-serving uses to the existing roster should be carefully evaluated. Such uses could potentially include retail stores, restaurants, wine tasting rooms, and others as appropriate.

**Revitalized Main Street Business Environment:** The scale of Main Street Locke is conducive to an interesting, walkable retail district. Efforts to maintain and enhance this resource should be undertaken with the objective of creating an active and economically-viable destination for tourism and visitation.

### *2.2.3 Economic Sustainability Vision for Walnut Grove – The Heart of the Delta’s Sacramento River Corridor*

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Walnut Grove is considered to be a focal point of the Legacy Communities, and contains many key services and amenities that are not available elsewhere outside of nearby major urban areas. Walnut Grove has the potential to build upon this stature and continue to foster an accepting environment of uses that are desired by residents, visitors, and business representatives of the nearby communities. Key tenets of a vision for Walnut Grove include the following:

**Preserved Community Character:** Walnut Grove’s established, attractive, and high-quality building stock should be maintained and/or enhanced, and properly-planned and scaled adaptive reuse opportunities should be assessed for their potential to improve the community.

**Increased Resident, Visitor, and Business Services:** Opportunities to add a variety of uses to the existing roster should be carefully evaluated. Such uses could potentially include additional retail stores, business service providers, restaurants, and others as appropriate.

**Improved Connection to the Sacramento River:** The recent construction of water-side docking facilities in Walnut Grove have enhanced the ability for users to access the river and created momentum which should be built upon. Similar efforts to enhance connections to the river in order to increase opportunities for locals and visitors to interact with this important asset should be encouraged.

### *2.2.4 Strategic Action Plan for Walnut Grove & Locke*

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The following items should form the basis of a Strategic Action Plan for Walnut Grove and Locke:

- To remain consistent with the Walnut Grove/Locke Special Planning Area document, direct growth toward infill and replacement development in the existing Walnut Grove and Locke town areas. There is an approximate total of 81,000 square feet of land and with approximately 29,000 square feet of either vacant or underperforming buildings in these areas. These vacancies provide opportunity sites for catalyst redevelopment that can serve existing and emerging markets related to tourism, outdoor recreation, food, wine, and agriculture.



Potential Walnut Grove “opportunity sites”

- Promote only high-quality building rehabilitation.
- Preserve the integrity of Locke and create opportunities for interpretation or cultural and historic sites.
- Promote recreation and agricultural support as the community’s primary economic development theme.
- Promote tourism, including day use, camping, fishing, and hunting.
- Promote farm stands and the sale of locally-produced agricultural products.
- Establish a Walnut Grove/Locke brand consistent with the Delta brand.
- Consider and evaluate Enterprise Zone benefits.
- Encourage the establishment of basic support services for tourists and visitors: restrooms, taxi/shuttle services, community-themed convenience markets akin to the one that exists, and landside parks or other places to eat and rest while ashore.
- Work with nonprofits and the Delta Citizens Municipal Advisory Council to implement economic strategies and community initiatives.
- Ensure that modifications to the Walnut Grove and Locke communities maintain and enhance agricultural and recreational resources that are already in place.

### 2.2.5 Opportunity Sites

There are opportunity sites in Walnut Grove/Locke that may require further evaluation as part of an economic strategy. Sites to be evaluated in greater detail include the following.

- Market, A, B, and C Streets in Walnut Grove is composed of generally small, compact, one- and two-story buildings with minimal setbacks that provide the proper scale for an inviting, walkable commercial district that could be both local and tourist-serving. While this small commercial area is not thriving, new businesses are slowly moving in as older, failing businesses are moving out, and this area presents a key opportunity for future visitor- and local-serving commercial uses, such as cafes, bars, and shops, particularly related to sports and recreation. A geotechnical analysis of the levee adjacent to Downtown Walnut Grove is required to determine the extent and type of redevelopment that can be accommodated.

- Main Street in Locke is similar in scale, but considerably different in character than Walnut Grove. Exceptionally compact, almost exclusively built of wood, and definitely Asian, its covered walks, raised wood sidewalks and quirky character contribute significantly to its uniqueness and desirability as a tourist destination.
- The Locke boathouse is the largest single building in Walnut Grove/Locke and dominates the view-shed from State Route 160. Because it is bulky, it creates a de-facto barrier between Locke and the water. The boathouse could be modified to allow for more visitor-serving uses or temporary boat parking. This would allow for more visitors coming from the water and more space for motorists to park when launching their boats from this point.
- Locke Community Garden lies east, behind the developed part of Locke. This former community garden site could be rehabilitated to provide a farm stand with for-sale produce to residents and tourists, and potentially, a sustainable source of food for residents. Management of this site would need to be undertaken by the Locke Management Association.
- Historic preservation, regulatory, permitting, and flood control issues must be resolved for any meaningful development to occur in these areas. Further, an emphasis must be placed on quality preservation/restoration of building stock, assuring that investments that are made are worthwhile and enduring.

*Chapter 8, Delta Recreation and Tourism* discusses “focal point complexes” that identify an existing combination of natural areas, parks, small and legacy communities, marina complexes, historic features, and trail potentials. Walnut Grove/Locke (and by extension the Cosumnes River Preserve) comprise one of these complexes.

The focal point complex centered on Locke/Walnut Grove is proposed to include Ryde, Courtland, and Hood, as well as the Stone Lakes Preserve, Delta Meadows, the Cosumnes River Preserve, and Staten Island. Additional public facilities should include day-use and camping facilities at Delta Meadows, events venues, further improvements/restorations at Locke, and appropriate wildlife viewing/nature study opportunities. Evaluations should be made of the five Legacy Communities for additional features and activities that could assist in creating viable settings for private enterprise opportunities, thereby contributing to the economic sustainability of each community.

### 2.2.6 Infrastructure Constraints

There are certain specific infrastructure constraints in Walnut Grove/Locke that limit the community’s development/redevelopment and economic development options. The following items require additional research, documentation, analysis, and strategic considerations in future versions of this analysis.

- **Telecommunications.** Current internet access to most Delta communities is very limited, which hinders the degree to which many “white collar” would be likely to locate in the Delta. Improved digital connectivity would be significant step in enhancing the livability and economic competitiveness of these towns.
- **Roadways.** Most community roadways are incomplete, missing sidewalk, curb, gutter, and accessibility features. Existing roadways are adequate for current vehicle traffic; however, if streets are to be considered “complete”, significant infrastructure investments are needed.
- **Flood protection.** As discussed elsewhere in this chapter and throughout this report, establishing adequate flood protection is a crucial issue which severely constrains

development. Several possible solutions have been brought forth and will continue to be evaluated. In the meantime, new development is severely hampered.

## 2.3 Other Legacy Communities

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The communities of Hood, Ryde, Courtland, and Isleton are important members of the Legacy Community framework. While many of these communities share common attributes (such as a connection to the waters of the Delta and a strong influence from the agricultural industry), each is unique in its composition, history, economy, and texture. This section includes historical, demographic, and socio-economic information for each of these communities, which can be used to inform planning efforts and provide context to their respective places in the Legacy Community system. This section describes the historical and socio-economic context of these communities. The detailed tables supporting the information in this section are included in the Appendix H.

### 2.3.1 *Isleton*

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Isleton was founded in 1874 by Josiah Pool. The river town briefly benefited from the gold rush traffic and commerce. It swelled in population and businesses, only to shrink again to its present small size once the prospectors left the area.

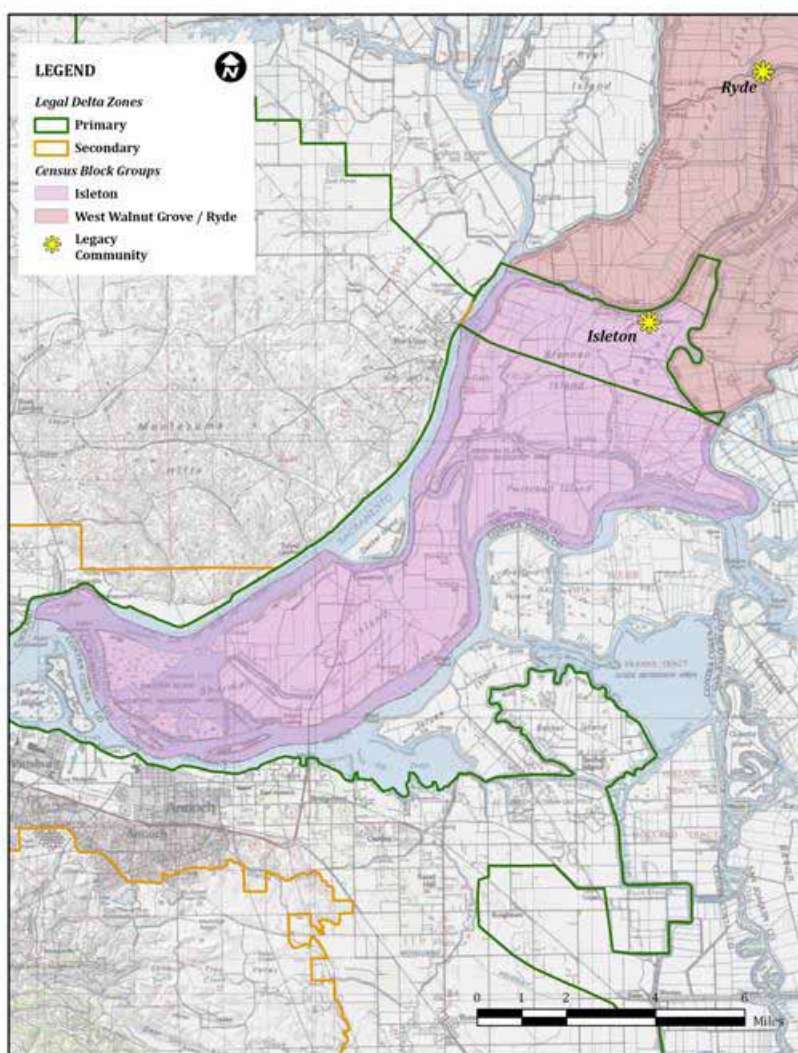
Isleton became a hub of agricultural activity as levees throughout the Delta were constructed as a by-product of deepening river channels. Much of this work was done by the Chinese who settled and built colonies in existing towns such as Isleton.

Today, Isleton is home to approximately 2,183 residents, making it the largest of the Legacy Communities.<sup>143</sup> Please note that the socio-economic data for Isleton is generated from the American Community Survey based up the Block Group boundary shown below.

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<sup>143</sup> The population and demographic estimates in this section are from the U.S. Census for Block Group number 060670098001.

**Figure 55 Isleton Census Block Group Boundary**



Isleton is characterized by a population that is older than the rest of the Legal Delta and older than the general state population, with 38 percent of residents being over the age of 55, as compared to less than 20 percent for the Legal Delta.

The population of Isleton is primarily Caucasian, with 86 percent of residents identifying themselves as “White alone,” which is significantly higher than the 57 percent who identify this classification in the Legal Delta.

The educational attainment of Isleton residents is similar to that found in the Legal Delta, although—as seen in other Legacy Communities—there is some nuance at the high and low ends of the spectrum. Of this population, 20 percent does not have a high school diploma, (as compared to 17 percent in the Legal Delta), 54 percent are high school graduates with some college (as compared to 51 percent in the Legal Delta), and 26 percent have an associate degree or higher (as compared to 32 for the Legal Delta).

The household income of the Isleton population is generally lower than it is in the Legal Delta. More than 37 percent of households in Isleton report an income less than \$35,000, as

compared to just 26 percent in the Legal Delta. The average household income in Isleton is approximately \$57,000, as compared to nearly \$80,000 in the Legal Delta.

The largest category of employment for Isleton residents is construction (18 percent), followed by accommodations and food service (15 percent). Other prominent sectors include educational services (11 percent), transportation/warehousing (10 percent), and manufacturing (10 percent).

The largest employers in Isleton are Universal Forest Products, CFJ Properties, Tower Park Marina, American Golf Corporation, and the River Delta School District.<sup>144</sup>

### 2.3.2 Ryde

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The Ryde Hotel is the focus and essentially the entire commercial portion of the town. Built in 1927 at the peak of prohibition, the hotel was an opulent establishment, complete with beauty salon and barbershop, which served as a riverboat way station. It was also rumored to be a bordello. The lower level included a speakeasy, which allegedly contained a trap door in the floor that opened to reveal a tunnel running under the road to a hidden doorway at the river's edge. Speculation mixed with fact generated notoriety and a certain cachet, and the Ryde Hotel attracted celebrities of all types, including President Herbert Hoover, local and state politicians, movie stars, and mobsters. In later years, the hotel became a boarding house for the men and women who built the Delta levees and pioneered the area's thriving agricultural industry.

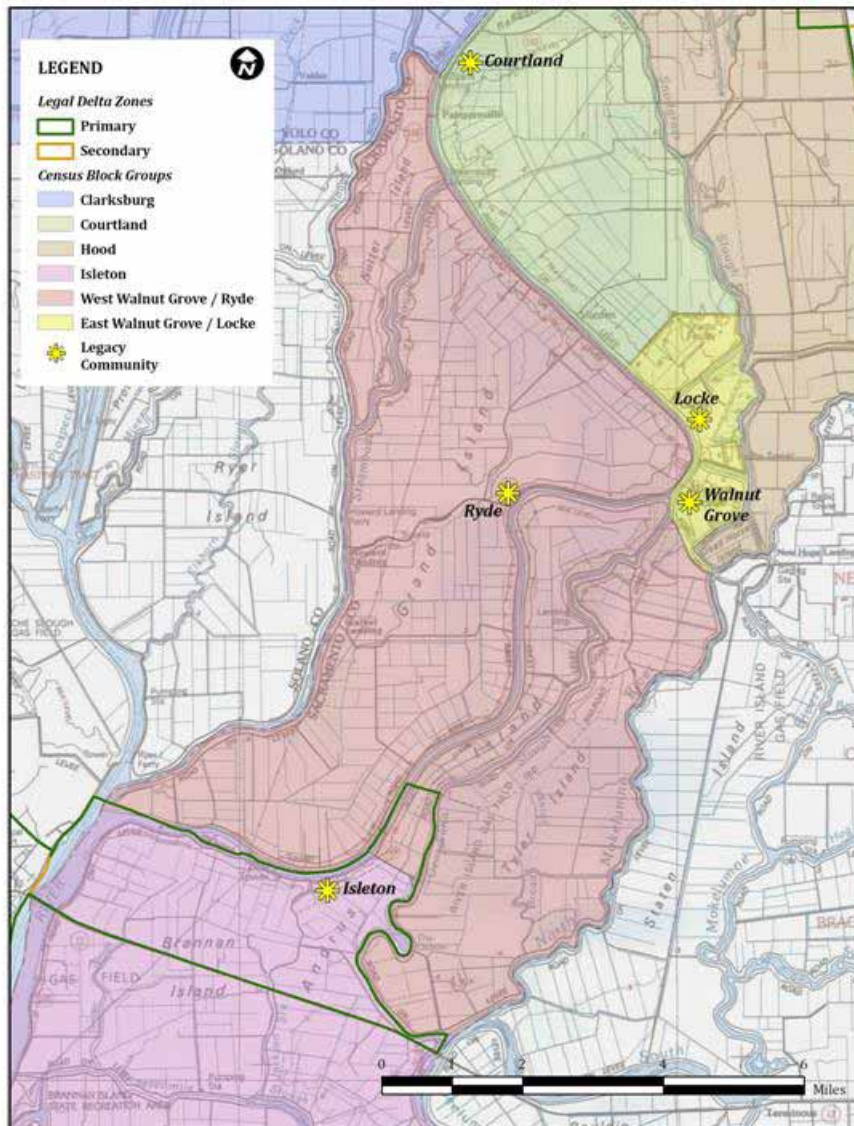
The Ryde area now contains a modest population of just fewer than 1,300 residents.<sup>145</sup> Please note that the socio-economic data for Ryde is generated from the American Community Survey based up the Block Group boundary shown below. As described elsewhere in this chapter, this data includes the population for west Walnut Grove, as shown in the map below.

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<sup>144</sup> Hoover's Dunn & Bradstreet enterprise data, 2010.

<sup>145</sup> The Ryde socio-economic figures in this section include the population for western Walnut Grove, as shown in Figure 1 and described elsewhere in this report.

**Figure 56 Ryde Census Block Group Boundary**



As in most of the Legacy Communities, Ryde is characterized by a population older than found in the Legal Delta and the state. More than 36 percent of Ryde residents are over the age of 55 (as compared to under 20 percent for the Legal Delta). Ryde counts very few young adults as residents, as only 8 percent of the population falls within the 21-34 age category, as compared to more than 18 percent for the Legal Delta.

The population of Ryde consists mostly of Caucasian residents, with 59 percent of residents identifying themselves as “White alone” (which is a similar distribution as is observed throughout the Legal Delta). The population of Ryde is significantly more educated than most of the Legacy Communities and the Legal Delta. Of this population, more than 34 percent of residents have a bachelor’s degree or higher, as compared to under 22 percent in the Legal Delta.

The household income of the Ryde population is significantly higher than the surrounding area. The average income is \$92,000; it is under \$80,000 in the Legal Delta and under \$56,000 in Isleton and Hood. More than 26 percent of Ryde households earn more than \$150,000 per year, compared to approximately 10 percent in the Legal Delta.

The residents of Ryde primarily work outside the community in which they live, although 10 percent do live and work in Ryde. Eight percent of Ryde residents work in Sacramento, and 5 percent work in Walnut Grove. Ryde residents also travel to Stockton, Rio Vista, Elk Grove, and Roseville for employment.

Ryde is similar to other Legacy Communities in that most residents work in the agricultural field, which accounts for more than 20 percent of employment. Other significant industries are education (12.5 percent), real estate (12.1 percent), public administration (11.4 percent), and health care (10.1 percent).

Time-series analysis based on the U.S. Census LED-LEHD employment data by industry for Ryde shows that total employment has grown modestly in recent years, and that Ryde has added 62 jobs from 2002 to 2009. Agriculture is by far the largest industry, although it has shed more than 130 jobs during this period. Absorbing agriculture's losses and growing at a rapid pace is the construction industry, which added more than 133 jobs in this period. Manufacturing is another growing sector, and it has added nearly 100 jobs in Ryde over the past seven years. The largest employers in Ryde are Wilcox Brothers farming equipment, the Ryde Hotel, MacCormack Farms, and Salman Ranch.<sup>146</sup>

### *2.3.3 Courtland*

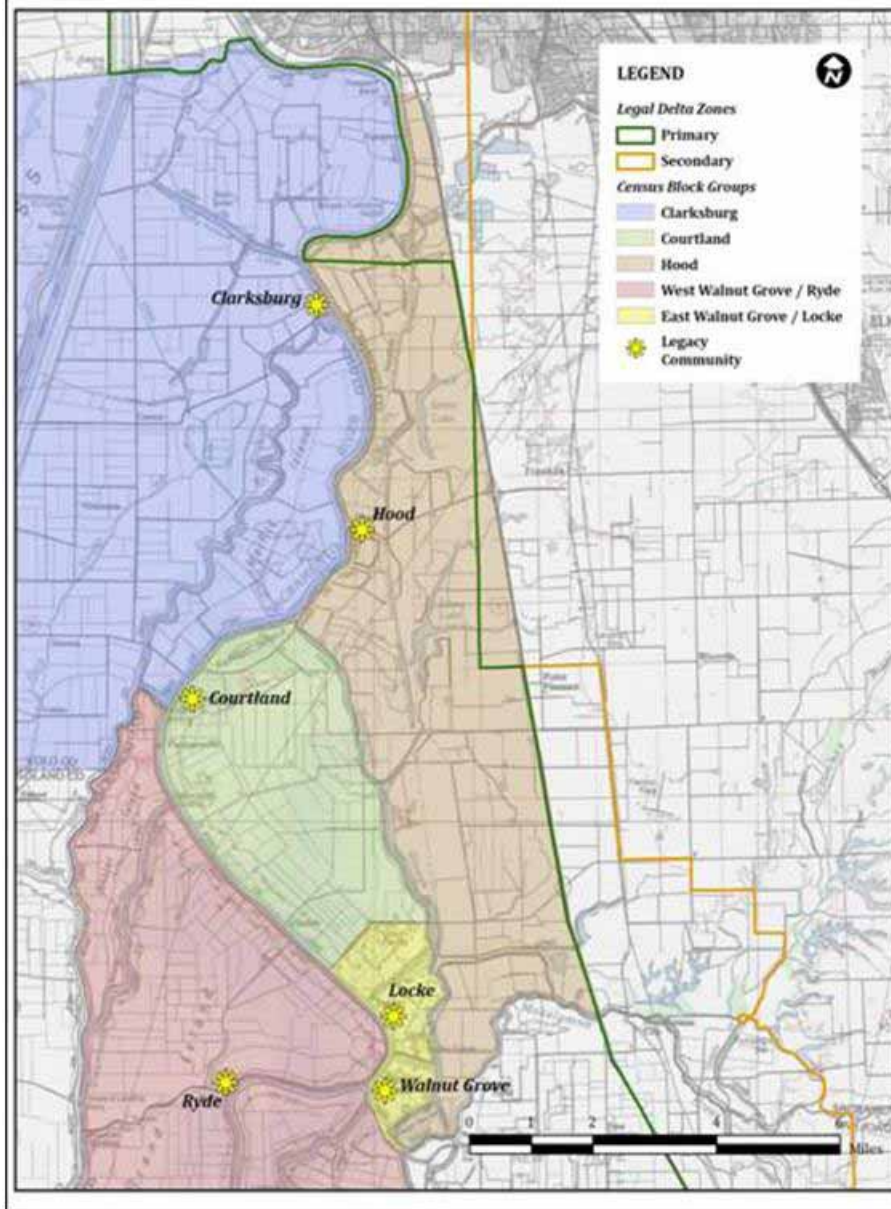
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Courtland was established in 1872 and named after Courtland Sims, son of James V. Sims, a landowner who opened a steamer landing in the community in 1870. Today, the area surrounding Courtland (as shown in the map below) houses a population of just fewer than 500 residents.

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<sup>146</sup> Hoover's Dunn & Bradstreet enterprise data, 2010.

**Figure 57 Courtland and Hood Census Block Group Boundaries**



The age of the Courtland population is similar to that in other Legacy Communities; more than 44 percent of Courtland residents are over the age of 55 (as compared to less than 20 percent for the Legal Delta).

Courtland is racially and ethnically distinct from the rest of the Legal Delta. More than 65 percent of Courtland's population has identified itself as Hispanic, as compared to just 30 percent in the Legal Delta.

Courtland reports lower levels of educational attainment than other Legacy Communities and the Legal Delta. Nearly 34 percent of Courtland's population does not have a high school diploma, compared to 17 percent for the Legal Delta. Only approximately 23 percent of Courtland's population has an associate's degree or higher, whereas more than 32 percent of the Legal Delta's population has reached this educational milestone.

At approximately \$73,000, the average annual household income of Courtland falls just below the average for the Legal Delta. This is lower than the household income in Ryde, but is significantly higher than in both Hood and Isleton.

As in other Legacy Communities, most Courtland residents work outside the community in which they live, although 5 percent does work in Courtland. Most Courtland residents work in Sacramento (7 percent), Elk Grove (5 percent), San Francisco (4 percent), Walnut Grove (4 percent), and other outlying locations (as far away as San Jose and Santa Clara).

Courtland differs from most Legacy Communities in that agriculture is not among the top categories of employment for local residents; instead, education is the largest employment category (24 percent). Other significant industries are wholesale trade (24 percent), and transportation and warehousing (13 percent). Agriculture is the next largest category, at 9 percent.

U.S. Census LED-LEHD employment data by industry for Courtland indicates that total employment has declined modestly in recent years, and that Courtland has shed 35 jobs from 2002 to 2009. Agriculture is the largest industry, although it has lost a significant number of jobs recently. Growing sectors include construction and manufacturing. The largest employers in Courtland are Greene & Hemly Farms, Delta Breeze Farming, and Barry's Machine.<sup>147</sup>

### 2.3.4 Hood

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The community was named in 1910 after William Hood, chief engineer of the Southern Pacific Railroad. Hood is the smallest of the Legacy Communities and the Hood Census Block Group contains a population of just 276 residents (please refer to the Courtland map above). Although most Legacy Communities have a significant share of retirees and older residents, Hood is characterized by a much older population base than even these communities. More than 62 percent of Hood's population is over the age of 55, compared to just 20 percent in the Legal Delta.

Hood's racial and ethnic composition is primarily Caucasian, with nearly 100 percent of its population identifying as "White alone." Hood's educational attainment statistics are more or less in line with the Legal Delta, although Hood has slightly fewer residents who are college educated and slightly more who do not have a high school diploma. The average income in Hood is slightly more than \$54,000, compared to \$79,000 for the Legal Delta.

Only 3 percent of Hood residents actually work in Hood. Most employed residents in Hood work in Sacramento (21 percent) or Stockton (9 percent). Other cities in which Hood residents work include Roseville, Lodi, Elk Grove, Rancho Cordova, Woodland, and San Francisco.

Hood is similar to Courtland in that most residents do not work in agriculture; instead, health care and social assistance is the largest employment category (24 percent). Other significant industries are wholesale trade and manufacturing (with 15 percent each) and educational services (8 percent).

Time-series analysis of the U.S. Census LED-LEHD employment data by industry for Hood shows that total employment in Hood has recently increased fairly substantially, with 88 jobs added from 2002 to 2009. Growing sectors include manufacturing and professional services and

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<sup>147</sup> Hoover's Dunn & Bradstreet enterprise data, 2010.

health care. The largest employers in Hood are Gateway Pacific Contractors, Affholder Construction, and Cavanaugh Café.<sup>148</sup>

### 3 Impact of Policy Scenarios

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The Legacy Communities will no doubt be affected significantly by the potential policy changes that have been described throughout this report. This section briefly evaluates some of the larger issues and impacts that could arise from changes in water conveyance, conservation measures, flood control/levee scenarios, and regulatory scenarios.

#### 3.1 Water Conveyance

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Water conveyance impacts on the Legacy Communities have the potential to be significant; however, these impacts are likely to be indirect. For example, changes in the flow of the river caused by the proposed 15,000 cfs isolated conveyance project could result in substantial changes in the salinity of Delta waters. This change in salinity could have serious consequences for agriculture (as discussed elsewhere in this report), which is a prime economic driver for the Legacy Communities. Reductions in agricultural output could have serious consequences for employment and wealth creation in these communities.

In addition, the pumping facilities and associated buildings will likely have a considerable visual and noise impact on the Legacy Communities, inhibiting access to waterways and diminishing recreational appeal and potential future growth as a tourist destination. Although the exact location, method, and size of conveyance facilities have not yet been determined, proposals have been made that would place substantial facilities along the Sacramento River between Clarksburg and Walnut Grove, which would occupy many acres of prime farmland and large sections of shoreline along the river.

It is not yet known what impacts conveyance facilities will have on water level in the main channel of the river or on downstream channels. Pumping stations will affect quality of life across the river from them and the types of fishing and hunting that can occur in the main channel, as well as around Delta islands, as water levels will likely decrease. However, lower water levels may have positive impacts on passive landside recreation activities.

#### 3.2 Conservation Measures

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Potential conservation measures, which are evaluated in this report, include the Yolo Bypass Fisheries Enhancement, San Joaquin River Floodplain Restoration, Tidal Habitat Restoration, Natural Communities Protection, and Channel Margin Habitat projects. These and other conservation measures have the potential to affect the Legacy Communities by altering the agricultural and recreational industries that are the region's key economic drivers. Conversion of farmland to habitat would surely limit agricultural output, thus negatively affecting jobs and wealth creation in the Legacy Communities. Some of this economic loss could be mitigated by additional recreational activity provided by new habitat areas (such as kayaking, bird-watching, etc.); however, users of these types of recreation have different spending patterns than current visitors.

#### 3.3 Levee Scenarios

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Many different options and strategies to provide adequate flood protection in the Delta will certainly have direct impacts on the Delta's growth and economic development capability for the

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<sup>148</sup> Hoover's Dunn & Bradstreet enterprise data, 2010.

future, as discussed throughout this chapter and elsewhere in this report. Because the lack of adequate flood protection is a hindrance on new development, and potentially hampers economic activity in the Legacy Communities, finding the adequate funding for any such flood protection option is a pressing (and complex) issue. The employment and population bases in the Legacy Communities are so small that spreading the high cost of flood protection across the local economic base is highly likely to be infeasible; therefore, finding unique and strategic methods to spread the cost burden among other regional and statewide stakeholders should be evaluated in detail.

### 3.4 Regulatory Scenarios

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The ESP Team has considered three main regulatory scenarios (with decreasing levels of regulatory oversight). These scenarios and their likely implications are outlined below.

**Regulatory Scenario 1:** This scenario assumes that communities remain largely as they are with few land-use policy changes, likely resulting in further decline and lack of investment. Potential impacts include the following:

- Development activity is influenced primarily by flood plain delineations.
- Local control over land use is complicated by uncertainties regarding DPC influence.
- Communities can be redeveloped on a small-scale, parcel-by-parcel basis, which will take a long time.

**Regulatory Scenario 2:** Outside investment is encouraged as Legacy Communities develop new markets for goods and services for recreation, hunting, fishing, and tourism.

- Regulatory oversight is eased.
- A “Delta” brand is developed, notably for recreation and wine.
- Economic development supports agriculture and tourism.
- Seasonal support enterprises are developed to service recreation and tourism: small boat access, RV parks, camping, fishing access, and a regional trail system for non-motorized off-road circulation.
- Services and infrastructure increase and are provided where needed.
- Workforce housing is developed so labor for these industries can be sustainably housed in the communities.
- Walnut Grove and Locke are ideal candidates for workforce housing because sewer and water infrastructure are in place and capacity is not a hindrance.
- NIMBY forces will be at work as housing is contemplated, and some Legacy Communities do not desire change.
- Streamlined entitlement processes need to be facilitated.

**Regulatory Scenario 3:** Encourage Planned Unit Developments that allow for an expansion of housing stock and agriculture-supporting industrial/commercial uses, particularly in Clarksburg and east Walnut Grove.

- Scale of projects would need to be economically viable.
- Community support and political will is required.
- Services and infrastructure need to be provided.
- Levee maintenance assessments and other financing would require further evaluation.

## 4 Conclusion

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This chapter describes the contextual setting for the Legacy Communities and includes a discussion of many of the significant issues/threats and ideas/opportunities for future economic development. Some of the broad conclusions that have emerged include these:

- Agriculture is the main economic driver of the Legacy Communities and will continue to be for some time. Efforts to sustain and nurture this industry are important, and initiatives or policies that negatively impact this key sector should be minimized.
- Agri-tourism is an emerging sector and has great potential for the Legacy Communities, allowing them to leverage their most prominent assets while contributing to branding of the Delta as a whole.
- Amenities in the Delta are substantial (including views, access to water, history, culture, etc.); however, it lacks a critical mass and a means for communities to coalesce around common themes or economic drivers. The Delta region is vast, and many potential users do not know where to begin their Delta experience, what the Delta consists of, what their options are, etc. Marketing the Delta as a region with the Legacy Communities as an inter-related set of recreational and tourist “hubs” is a method to help promote the Delta and begin to create critical mass.
- Key visitor amenities are needed. Lodging, restaurants, cafes, parking, public restrooms, and landside picnic areas are absent or lacking. Efforts should be taken to allow such uses to develop as the market will allow. Easing development restrictions through policy changes is one method to do so. Other methods include interpretive art and displays in the Legacy Communities to enhance physical spaces, further tell the Delta story, market the communities and their services, and reinforce the Delta brand.